STATE of UTAH

DEPARTMENT of CORRECTIONS

1987 ANNUAL REPORT

CONTENTS

1.	Message from the Executive Director
2.	Message from the Deputy Director
3.	Mission Statement
5.	Criminal Justice Statistics
11.	Office of the Executive Director
15.	Division of Institutional Operations
30.	Division of Field Operations
48.	Office of the Inspector General
53.	Division of Administrative Services
61.	Division of Utah Correctional Industries
66.	Department Directory

FOREWORD

The Annual Report is a fiscal year document and covers the period of July 1, 1986 to June 30, 1987. Our current administration is now completing its second year in office. While many changes in organizational structure have been accomplished, others are still pending. The most up-to-date organizational charts were used at the time of printing even though some additional changes are anticipated. Of particular importance are the numerous construction projects underway. Again, the most current information and photographs were used at the time of printing even though rapid change is expected as construction is completed.

ACKNOWLEDGMENTS

As in the past years, the publication of this report involved the efforts of numerous individuals throughout the agency. This involvement is probably the strong point of the document since it helped to make it more accurate and more representative of our operation. Thanks to all who gave their time and energy.

Roger T. Pray, Ed.D.,
Editor

MESSAGE FROM THE EXECUTIVE DIRECTOR

It has been two years since Governor Norman Bangerter reorganized the Department of Corrections and directed increased emphasis on public safety, management efficiency, and accountability. During this time, the modification of the mission and philosophical direction have had time to be implemented and there has been an opportunity to evaluate the progress and impacts.

Past policies and practices have been evaluated to determine their continued worth, and when the evaluation does not provide support for an existing policy or practice, new direction has been forged. Policy and mission setting look to pragmatic, workable approaches. Planning for Corrections' future course and direction also must recognize that tight revenue and appropriation realities will require Corrections to continually do more with less.

As this administration examines its first two years, there is much about which we can feel pleased. This report examines the FY-1987 progress and goals. Some highlights include:

Prison Security Escapes from the prison are no longer the recurring problem which they once were. It has been nearly two years since the last escape from the main compound and only one escape in two years from the YACF.

Prison Violence Always a challenge to prison administrators, prison violence is now significantly down as a result of new classification, segregation and housing philosophies.

Inmate Management Programs New classification, discipline, and grievance systems for inmates have been developed and implemented, altering the philosophy and operation of inmate management. The new systems provide better organization, follow-up, documentation, and responsiveness to legal requirements.

Inmate Education and Training During the past two years, inmate graduations from Basic Education, High School, and Community Education programs have increased to their highest two-year level ever. College education programs offering college courses to 20 inmates per year at a cost of $200,000 per year have been replaced with a program which is presently educating about 85 for virtually no cost to the prison.

Correctional Industries A program $3,000,000 in debt at the end of FY-85 has run in the black for the past two years, gradually expanding the jobs and operations offered; the most recent endeavor being a sophisticated data entry program for the Utah State Department of Health.

Vocational Training Asbestos abatement, a $40,000,000 liability for the State of Utah, is being turned into an asset for Corrections. A vocational training and certification program in asbestos abatement has been developed. The program will provide inexpensive inmate labor to remove asbestos from state buildings, and when those inmates are paroled, they will have vocational skills which will enable them to find quality employment in the asbestos abatement field.

Internal Controls Internal audit systems continue to identify department practice and policy problems which enables us to alter our operations for greater efficiency and effectiveness. Criminal investigations have identified staff members who have failed to maintain their public trust. During the past year, one such investigation resulted in the arrest or indictment of about two dozen drug dealers, fences, parolees, inmates, and staff involved in one way or another with criminal conduct affecting the Department.

Staff Involvement in Problem Resolution A task-force system has been used, involving staff and others to resolve problems and to develop master-plan solutions. Inmate education/training and classification are two such task forces which have done remarkably well. Other task force groups include one near completion on stress management for staff, and two just getting under way -- mental health services for inmates and developing work schedules for staff.

Capacity Expansion New units are nearly ready for occupancy at the Draper site which will add about 550 new beds to our capacity. Planning is underway for building a new 2,000 bed facility in another part of the state.

Administrative Services The recommendations of the MIS audit are steadily being implemented; a new budgeting system is being developed; training is taking giant strides; policy and procedures development is moving briskly; and Planning and Research is participating in a national study of electronic surveillance of parolees.

Community Correctional Centers With the Orange Street Community Correctional Center on line, and changes in management at three other centers, Field Operations has seized the opportunity to refuel and energize that program. Positive movement is evident as a result.

Case Load Management Manpower and resources have not kept up with demand, so greater efficiencies and effort have been required to maintain the increasing case loads. Exceptional staff efforts have kept system efficiency high.

The Department continually faces new challenges. Staff members work in a system where it is generally their failures that receive attention; day-to-day successes go unnoticed. These women and men in the Department deserve great credit, individually and collectively, for their efforts. The Department has done well this year because of them. The future looks bright as they continue to develop and grow and learn.

MESSAGE FROM THE DEPUTY DIRECTOR

I want to take this opportunity to thank the employees of the Utah State Department of Corrections for the professionalism they have displayed during the past two years. Not only have I seen notable changes in how people do their job, but in the manner in which they have responded to crisis and critical situations affecting the Department. Governor Norman H. Bangerter, public safety administrators, the FBI, and many others from throughout the criminal justice system have commented about the professional way in which our staff has performed.

John W. Gardner, respected writer and public servant, recently described the three elements that most contribute to a sense of quality in organizations: Motivation, training and education, and accountability. "People who set standards and maintain standards are people of superior motivation," Mr. Gardner stated. "Without training and education, we cannot become a quality conscious society. . . . . everyone has to know that someone is judging and measuring their performance. The craftsman was proud of his work not simply because he felt it was good, but because other people thought it good also. Without accountability, there can be no quality."

These principles underscore our organizational development effort during the past two years. We have clearly stated our mission, goals, and expectations, and have written policies and procedures to give employees direction. We are ensuring that our staff remain current in their field by increasing the training opportunities. In this process, we have created one of the most effective training programs in the nation. We demand greater accountability from each employee in the Department, and in addition, we continue to recognize the contributions and accomplishments of those who are helping us build a stronger Department. As a result, we are successful in achieving our primary mission -- *public safety.*

Increasing the level of professionalism will continue to be a major objective of this administration. I am confident that this can be achieved given the numbers of committed employees throughout the Department. By doing so, the mission, goals, and objectives of the Department will be achieved and the citizens will benefit.

MISSION STATEMENT

The primary mission of the Department of Corrections is community protection in a manner which also enhances the safety of staff and offenders. To accomplish this, Corrections is committed to the establishment of operational policies and procedures which provide for the development of security and offender programs and to identify, control, and attempt to modify the inappropriate behavior of offenders. As a component of the criminal justice system, the role of the Department is:

1) To implement court-ordered and Board of Pardons supervision and, when appropriate, detention of those convicted of unlawful behavior;

2) to assist in maintaining the integrity of law by administering sanctions and punishments imposed by Courts and the Board of Pardons for unlawful behavior;

3) to offer a wide range of correctional options including victim restitution, public service work projects, community corrections, probation, institutions, and parole services necessary to meet the needs of both society and the individual;

4) to provide individualized program and service opportunities for convicted offenders which will enhance self-sufficiency, and which are administered in a just and equitable manner within the least restrictive environment consistent with public safety;

5) to provide professional assistance to the legislative, judicial, and executive branches of government;

6) to provide a self-supporting correctional industries program to employ inmates in productive, meaningful activity;

7) to enhance the professionalism and competence of Department staff through development and maintenance of a comprehensive policy and procedure manual system, training staff supervision, and provide audit and internal investigative functions; and

8) to develop a close working relationship with State and local government officials throughout the State.

Department of Corrections
1987 - Board of Executives

Norman H. Bangerter
Governor

Gary W. DeLand
Executive Director

N. Bruce Egan
Deputy Director

David R. Franchina
Director, Division of
Institutional Operations

Lynn J. Lund
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Winfield A. Tatham
Director, Division of
Correctional Industries

Myron K. March
Director, Division of
Field Operation

CRIMINAL JUSTICE STATISTICS

CRIMINAL JUSTICE FACTS (Bureau of Justice Statistics: Crime and Justice Facts, 1985)

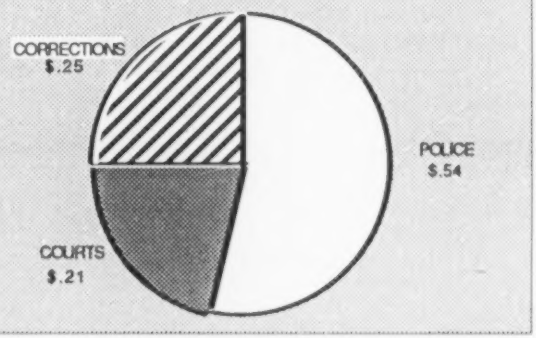
Crime Trends In 1985, the National Crime Survey reported a small drop in the rate of criminnal victimizations in this country. About 34.9 million citizens were the victims of crime during that year. This is a drop of about 16% below the peak year of 1981. About 5.8 million individuals were victims of violent crime. Also in 1985, 15.6 million households were touched by crime. This is a decrease from 1984 when 22.8 million households had been touched by crime.

Although there have been fluctuations between 1973 and 1984, crime rates for all categories have dropped over the period. Household larceny is down 7%; household burglary is also down 30%; personal larceny without contact is down 21%; violent crimes (rape, robbery, assault) are down 5%; and motor vehicle theft is down 20%. Criminologists have long been predicting this decline and attribute it to the decreasing size of the teen and young adult population -- the most crime prone age group in society -- as the post war "baby boom" population ages.

Economic Cost of Crime Personal crimes of violence, theft, and the household crimes of burglary, larceny, and motor vehicle theft cost their victims $13.03 billion in 1985. Nearly 75% of this cost was found in the household crime area -- burglary, household larceny, and motor vehicle theft. The victims of violent crime lost a total of $749 million while personal theft victims lost over $2.6 billion. Motor vehicle theft resulted in a loss of $4.56 billion. Note that these are only the direct costs to the victim in property loss and do not include the cost to the government in prosecuting and confinement. The median loss was $80 for a violent crime victim and $40 for a personal theft victim.

FIGURE 1

CRIMINAL JUSTICE DOLLAR



Motor vehicle theft resulted in a median loss of $1500. Thirty-six percent of all losses were recovered or reimbursed within 6 months of the offense. Black victims of personal and violent crime experienced greater median losses than white victims.

Cost of Criminal Justice Federal, state, and local governments spent $37.4 billion dollars for all civil and criminal justice activities during fiscal 1982, the latest year for which data was available. This was less than 3% of all government spending. Of every dollar, 54 cents was spent on police protection, 21 cents was spent on courts and other legal activities, and 25 cents was spent on prisons and other correctional costs (see Figure 1).

Relationship Between Victim and Offender Except for murder, most violent crimes are committed by people who are strangers to the victim. In 58% of the cases, the perpetrator was a stranger; in 33%, the offender was an acquaintance; in 7%, the offender was a relative; and in 2%, the relationship was unknown.

Among murders for which the relationship is known, about 24% of victims are killed by strangers, more than any other violent crime. In incidents of family violence, about 88% are assaults, 10% are robberies, and 2% are rapes. Men are three times more likely than women to be victimized by violent strangers. Women, on the other hand, are three times more likely to be victimized by family members.

CRIME PROFILES

Rape Among rape and attempted rape victims, more than 70% are unmarried women, 63% are under 25, 53% are from low-income families, and 81% are white (but compared to their proportion in general population, black women are significantly more likely than white women to be victims). Two thirds of all rapes occur at night -- most between 6:00 p.m. and midnight. The woman is twice as likely to be attacked by a stranger as by someone she knows; about half are reported to the police; and 15% involve one victim and more than one offender.

Household Burglary Burglars commit 60% of all rapes and robberies in the home and a third of all household assaults. Someone is at home during 13% of all burglaries, and 30% of such incidents result in a violent crime. Burglary occurs more often in warmer than colder months. When the time of the burglary is known, victims of burglary report that about half the incidents occurred during the day and the other half at night.

Bank Robbery Bank robberies jumped from under 500 per year in the 1960s to about 8,000 in 1980. Of those investigated, about 6% involved violence; injuries occurred in slightly more than 2%; and death occurred in less than half of 1%. Most bank

robbers appear to be unsophisticated, unprofessional criminals: 76% used no disguise, 86% never inspected the bank prior to the offense; and 95% had no long-range scheme to avoid capture and to spend the money without attracting notice. The average dollar loss from bank robberies was about $3,300. Of persons prosecuted for bank robbery, most had histories of prior arrest, convictions, and incarcerations. Forty-five percent had served at least one prior term in excess of one year.

Reporting Crime The criminal Justice system deals directly with a fraction of crime. Only about a third of all crimes are reported to the police. Nearly half of violent crimes are reported, while only a fourth of personal crimes of theft and a third of household crimes are reported. The most frequently-cited reason for not reporting was that the crime was not important enough to report. For violent crimes, the most frequently given reason for not reporting was that it was a private or personal matter.

Sentencing Outcomes Most convicted felons are sentenced to incarceration. Of 100 typical sentences in felony court, 71 will be incarcerated (26 in jail for an average of 9 months and 45 in prison for an average sentence of 6 years, 10 months), 28 will be placed on probation for an average of 3 years, 1 month, and 1 will receive only a fine or restitution order.

UTAH COMPARISONS

Utah State Prison Historical Snapshots

After the first settlers arrived in the Salt Lake Valley in 1847, corporal punishment was used for most offenses. When this area became a territory in 1850, however, an adobe prison was constructed. By 1885, a stone prison was constructed and it was typical of most prisons of the time.

TABLE 1

A HISTORICAL OVERVIEW OF INMATES INCARCERATED AT THE UTAH STATE PRISON BY CRIME AND AGE: 1887, 1937 AND 1987

CRIME	1887	1937	1987
UNLAWFUL COHABITATION	209	1	0
ADULTERY	11	2	0
FORNICATION	7	0	0
GRAND LARCENY	32	20	0
MURDER	19	2	176
EMBEZZLEMENT	3	1	0
COUNTERFEITING	2	0	0
BURGLARY	8	88	316
WITNESS TAMPERING	2	0	1
LIQUOR TAX EVASION	1	0	0
ASSAULT	10	8	68
FRAUD	2	1	20
CRIME AGAINST NATURE	5	1	0
FORGERY	6	18	103
ARSON	1	1	8
MANSLAUGHTER	2	1	46
RAPE	4	3	84
STEALING	2	0	0
PRIZE FIGHTING	2	0	0
ALTERING BRANDS	0	1	0
CARNAL KNOWLEDGE	0	3	0
AUTO THEFT	0	2	28
ROBBERY	0	10	286
BAD CHECKS	0	8	14
CHILD ABUSE/NEGLECT	0	1	6
ALL DRUG CHARGES	0	0	106
OTHER SEX	0	0	313
OTHER VIOLENT	0	0	37
OTHER PROPERTY	0	0	279
OTHER COMMUNITY STANDARDS	0	0	76
AGE			
OLDEST INMATE	72	78	88
YOUNGEST INMATE	12	16	17
MEAN AGE OF INMATE	45	27	32

Since territorial days, the nature of the criminal population has changed dramatically. Table 1 shows the nature of the crimes committed by inmates incarcerated in 1887, 1937, and 1987. Note that the proportion of offenders committed for violent crimes has grown.

In 1887, over three quarters of the inmate population was incarcerated for polygamy while only 11% of those entering the prison were incarcerated for violent crimes. By 1937, 23% of the inmates had been convicted of violent crimes, and in 1987, over 55% of those inmates incarcerated at the State prison were serving time for a violent offense.

The average age of the inmate population has changed over the years. In 1887, the average inmate age was 45 years despite the fact that several children between the ages of 12 and 15 were incarcerated. By 1937, this figure had dropped to about 27 years of age. At the present time, the average age of the inmates at the state prison is 32 years.

Recidivism In recent years, some researchers have tended to use recidivism rates as the sole means to evaluate success of correctional programs (cf. Cannon and Lehtinen, 1986). Some criminologist believe that this obsession with recidivism is largely attributable to the ease of counting entries on a rap sheet in comparison to the difficulty of measuring success.

Equating treatment effectiveness with lower recidivism rates causes several problems. First, measures of recidivism tend to be crude in that they vary in definition and in methodological sophistication from one study to the next. For example, recidivism might be defined as a new arrest or as a new commitment to prison, two very different situations. Second, the lack of follow-up in the community is problematic since we tend to stop treatment at the same time the offender is exposed to societal conditions such as unemployment which greatly influence whether or not they return to crime.

Another problem is that recidivism data tends to be misinterpreted. For example, the number of people in prison who have been there before is not the same as the rate of recidivism. We might find that 33% of people released from prison return within 10 years, while 65% of the people in prison on a given day have been there before. In this case, the rate would be 33%, not 65%.

High or low recidivism rates may be functions of factors entirely different from program effectiveness. In states with low commitment rates (Utah, for instance), only the most serious offenders may be sent to prison, while in other states, less serious offenders may have a higher likelihood of being committed. Systems with a higher concentration of serious offenders should be expected to have higher recidivism rates despite program effectiveness.

Similarly, the rate of recidivism may be a function of greater or lesser degrees of vigilance and supervision of released offenders across various jurisdictions. That is, a jurisdiction may decide to concentrate on returning parolees to prison for minor infractions in an attempt to preclude returns for major infractions. Thus, it seems important to avoid

excessive reliance on a measure which is potentially misleading.

Despite these caveats with regard to excessive reliance, an understanding of recidivism is quite important. In studies of recidivism conducted by Research and Planning, some rather interesting data come to light. After following the 420 people released from prison in 1982, it was discovered that 173, approximately 41% had not returned to prison by July, 1987. Of the remaining 247 (59%) who had returned to prison since their release, 200 returned once, 45 returned twice, and 2 returned three times. It is important that no distinction was made between returns to prison for new crimes or for technical violations such as failure to report to one's parole officer (See Table 2).

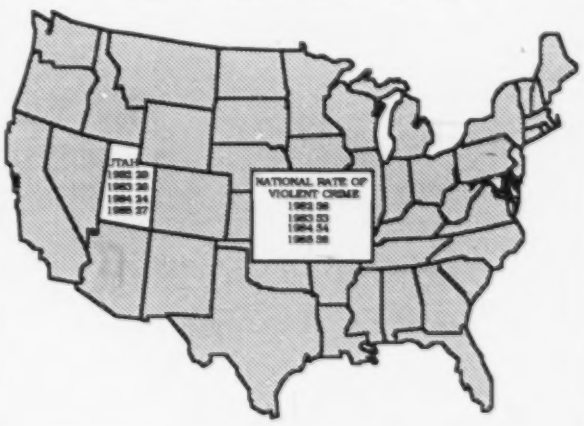
TABLE 2

RETURNS TO PRISON FOR 1982 RELEASES

Number of Returns	Number of Offenders	Percent
1	200	47.62%
2	45	10.71%
3	2	.47%
	247	58.80%

FIGURE 2

RATE OF VIOLENT CRIME 1983 - 1985

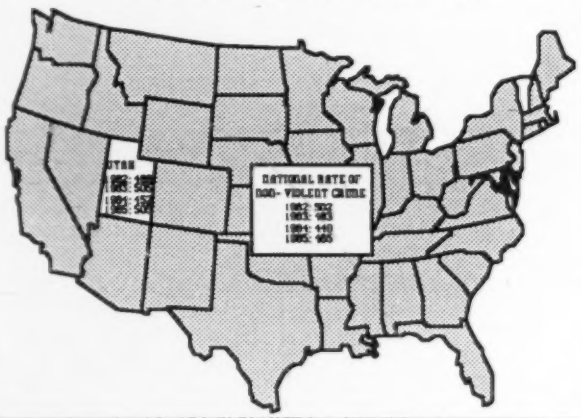


Crime Rates

Public sentiment and, in turn, criminal justice policy are determined in large part by the threat or perceived threat of crime -- especially with regard to violent crime. A comparison of Utah's violent crime rate and that of the nation shows that the Utah rate is much lower.

FIGURE 3

RATE OF NON-VIOLENT CRIME 1982 - 1985



As can be seen in Figure 2, Utah's rate of violent crime is roughly half that of the national average. However, after several years of decline, both Utah's and the nation's rate of violent crime has increased in the past year.

With regard to the rate of non-violent crimes, Utah stays much closer to the national average (See figure 3). In fact, in 1983 and again in 1985, Utah's rate of non-violent crime was higher than the national average. This may be attributed to economic problems within the state or to the age distribution of the area. It does, however, contribute to the growing Corrections population.

Criminologists have long maintained that crime, especially property crime, is a function of youth. Crime rates tend to be higher among people in the late teens and early twenties. The decline in the national non-violent crime rate parallels the national decline in the number of people in the crime-prone age group as the baby boom population has aged. In Utah, the high birth rate has offset the baby boom decline to some degree, indicating that the Utah crime rate will not decrease as rapidly as the national rate.

Incarceration Rate The number of people incarcerated is a direct reflection of community sentiment with regard to the crime problem. In order to make comparisons, the commitment rate per 100,000 people is usually computed. It can be seen in Figure 4 that Utah committed 108 people per 10,000 population which is half the national average and that of the contiguous states. Note that the number in parentheses indicates the change in the incarceration rate since 1985.

In 1985, Utah ranked 36th in the nation with regard to the rate of violent crime and only 44th with regard to the incarceration rate. Thus, Utah has a particularly low rate of incarceration indicating that only the highest risk offenders are committed in Utah.

FIGURE 4

RATES OF INCARCERATION 1986
(CHANGE FROM 1985)

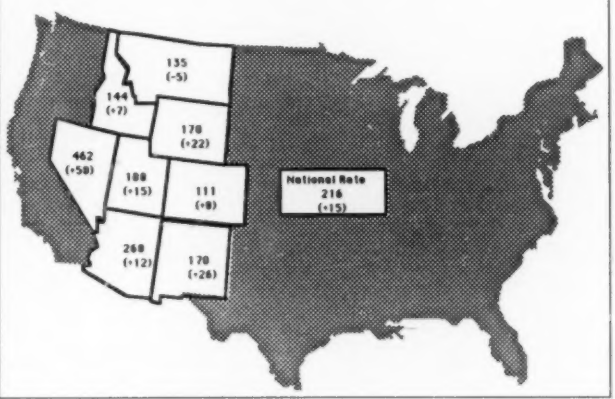


TABLE 3

AVERAGE DAILY POPULATION AT THE UTAH STATE PRISON 1920 - 1987

YEAR	ADP	STATE POPULATION	STATE RATE/ 10,000	NATIONAL RATE/ 10,000
1987	1792	1,687,400	10.60	N/A
1986	1674	1,679,000	9.97	21.6
1985	1487	1,665,600	8.87	20.1
1984	1396	1,630,424	8.56	18.8
1983	1344	1,587,500	8.47	17.9
1982	1252	1,560,000	8.03	17.0
1981	1119	1,520,000	7.36	15.3
1980	1023	1,474,000	6.94	14.0
1979	1018	1,416,000	7.19	13.7
1978	935	1,364,000	6.85	13.5
1977	867	1,316,000	6.59	13.2
1976	778	1,272,000	6.12	12.3
1975	657	1,234,000	5.32	11.3
1974	573	1,197,000	4.79	10.4
1973	572	1,169,000	4.89	9.8
1972	600	1,135,500	5.29	9.5
1971	588	1,101,000	5.34	9.6
1970	478	1,066,000	4.48	9.7
1965	760	978,314	7.77	11.0
1960	536	890,627	6.02	11.9
1955	560	789,745	7.09	11.3
1950	539	688,862	7.82	11.0
1945	316	619,586	5.10	10.1
1940	422	550,310	7.67	13.2
1930	294	507,847	5.79	12.1
1920	122	449,396	2.71	8.5

Table 3 shows the historical average daily population at the Utah State Prison and compares this figure to the national incarceration rate per 10,000 population. As can be seen, Utah has consistantly incarcerated its citizens at a rate of only about half the national average. While the crime rate in Utah is no doubt partially responsible for this statistic, Utah's use of probation and other alternatives to incarceration has also played a role.

Average Daily Population at the Utah State Prison 1920-1987 Table 3 shows the historical average daily population at the Utah State Prison and compares this figure to the national incarceration rate per 10,000. As can be seen, Utah has consistently incarcerated its citizens at a rate of only about half the national average even though the rate has been steadily climbing. While the low crime rate in Utah is no doubt partially responsible for these statistics, Utah's use of probation and other alternatives to incarceration have also played a role in keeping the rate down.

Rates of Probation In 1983, Utah supervised on probation many more people per 100,000 population than the average of the surrounding states, and almost as many as the national average. This seemed to indicate an over-reliance on probation. In 1984, however, the picture changed substantially. As a result of S.B.91, Utah stopped supervision of certain low-risk misdemeanants.
Thus, Utah's rate of probation dropped while the rate of the contiguous states and the national average rose. In 1985, the most recent year for which national data was available, this decrease continued. Utah's rate of probation is now in line with the average of the surrounding states and is about 2/3 as large as the national average (See Figure 5).

Average Length of Stay (ALS) at the Utah State Prison One of the most critical pieces of information for criminal justice planning is length of stay in prison. This is directly related to bed needs since the inmate population is a function of the number of people committed and how long they stay. Typically, correctional agencies have very little control over the number of commitments they receive or how long they stay. The decision to commit to prison rests with the judge who hears the case and with the prosecutor who originally orders the case bound over for trial. Similarly, release decisions are made by a parole authority or are mandated by statute (less provisions for time off for good behavior).

Thus, prison officials must carefully monitor these variables.

Table 4 shows the average length of time to be served by people who were given release dates by the Utah State Board of Pardons between July, 1985 and July, 1987. The data is shown for select crimes and by degree of crime. It can be seen that for the crime of Murder, 21 people were heard by the Board during the two-year period. The average of the sentences (mean) was over 155 months. The middle score (median) was 144 months or 12 years. Similarly, it can be seen that the mean sentence given for Rape was slightly under 5 years.

When the data is examined by degree of crime, it can be seen that those who received life sentences for capital felonies can be expected to serve an average of 225 months (with a median of 20 years). Those individuals sent to prison for third degree felonies can be expected to serve about 20 months on the average.

FIGURE 5

RATES OF PROBATION 1985

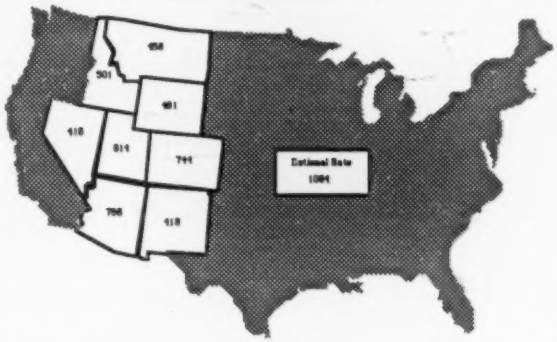


TABLE 4

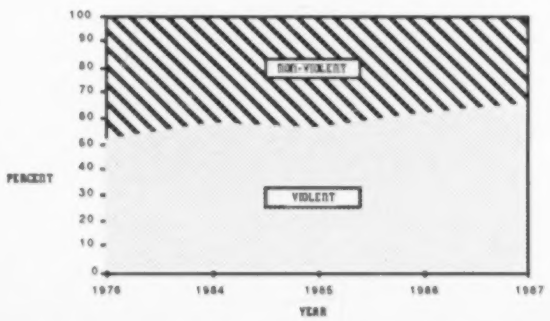
SENTENCE LENGTHS IMPOSED BY THE UTAH STATE BOARD OF PARDONS FOR INDEX CRIMES AND BY DEGREE OF CRIME JULY, 1985 TO JULY, 1987

CRIME	UTAH N	UTAH MEAN	UTAH MEDIAN
Murder	21	155.4	144.0
Manslaughter	16	43.0	36.0
Rape	7	58.3	60.0
Other Sex	56	45.8	40.5
Robbery	67	53.6	48.0
Agg. Assault	36	27.2	24.0
Kidnapping	8	119.8	89.5
Burglary	176	25.9	24.0
Arson	2	40.0	40.0
Auto Theft	19	17.5	15.0
Forgery / Fraud	100	19.9	18.0
Larceny	158	20.6	18.0
All Drugs	68	17.8	15.0

DEGREE	UTAH N	UTAH MEAN	UTAH MEDIAN
Class "A"	122	11.5	12.0
Third Degree	595	20.2	18.0
Second	352	33.0	30.0
Degree	84	102.5	96.0
First Degree	14	225.0	240.0
Capital			

FIGURE 6

VIOLENT VS NON-VIOLENT CRIMINAL HISTORY

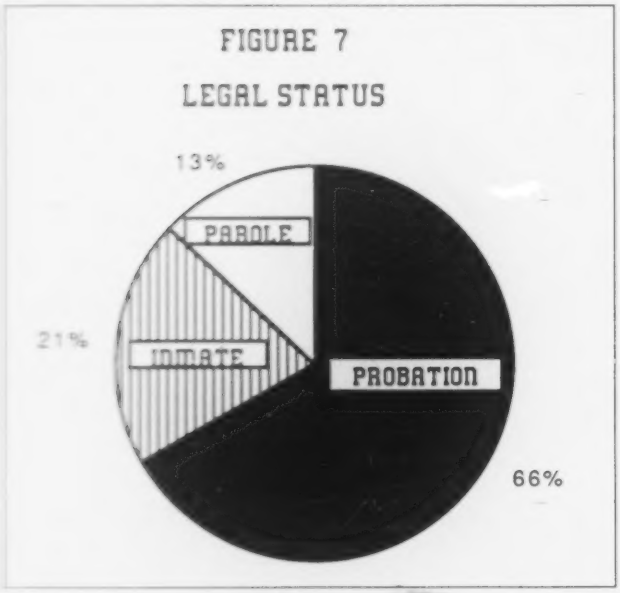


Violence Potential

Utah is 36th in the nation with regard to the violent crime rate, but only 44th in the nation in terms of incarceration rate. Thus, it appears that Utah has an abnormally low commitment rate. With such a scenario, it might be suspected that only the most dangerous offenders are being committed to prison in this state.

The data in Figure 6 support this hypothesis. It can be seen that in 1976, approximately equal proportions of offenders had violent crimes in their criminal history (either the present crime or a previous crime). Over the past 10 years, the disparity has grown such that approximately 65% of inmates have a history of violence. This is an increase of about 5% over last year, and an increase of 14% since 1976.

Although prison officials must regard all inmates as having the potential to act out in violent ways, the increasing proportion of inmates who have demonstrated violence is a clear sign that staff, as well as other inmates, are at a greater risk of violence than ever before. For prison administrators, this means that many facets of institutional operation must be structured accordingly. For example, prison design, security arrangements, staff deployment, and prison classification must all be modified in light of the increased threat of violence.



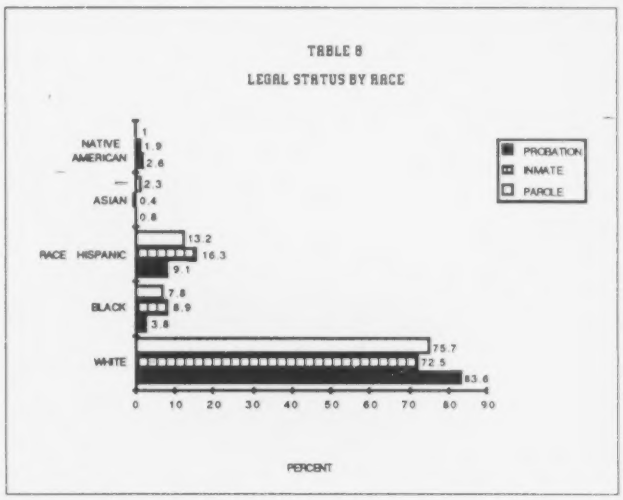
Offenders by Legal Status Figure 7 shows the percentage of offenders in each category of supervision under the jurisdiction of the Department of Corrections. For example, it can be seen that 21% of Corrections' clients are inmates, 13% are parolees, and 66% are on probation.

It is particularly important to note that there has been a substantial increase in the number of inmates under our jurisdiction while the number of probationers actually went down. The decrease in the number of probationers is attributable to the fact that legislation was passed removing certain low-risk misdemeanants from supervision. The rise in the inmate population is attributable to increased admissions and an increased length of stay.

Legal Status by Race Figure 8 shows the ethnic distribution of offenders in Utah's Correctional population. It can be seen, for example, that Caucasians comprise about 75% of the inmate population, 76% of the parole population, and 84% of the felony probation population.

An important concern is the degree of over-presentation of various minority groups in the correctional system based on their numbers in the general population. For example, on the basis of the 1980 census, less that 1% of Utah's general population is Black, yet they comprise about 9% of the inmate population. Similarly, Hispanics comprise about 16% of the inmate population, but only 4% of the state population.

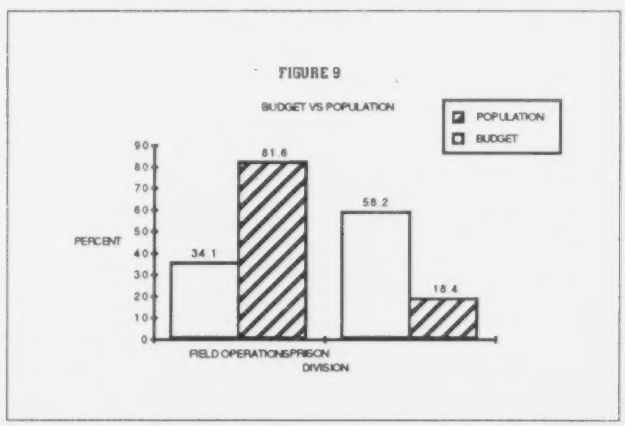
Examination of Figure 8 also shows another issue of concern. Note that the percentage of Caucasian offenders on probation exceeds the percentage in prison and on parole. For Blacks and Hispanics, the proportions are reversed. That is, a greater percentage of these minority offenders are in prison and on parole than on probation. This would seem to indicate that minorities tend to receive harsher punishments than Caucasians.



The over-representation of minorities in the Correctional system is not unique to Utah or to modern times. Rather, it is both a national and historic phenomenon characteristic of corrections in this country since the invention of the system in the late 1700s.

The question which arises is whether the Criminal Justice system is biased against minorities and lower class individuals or whether they commit more serious crimes. As is frequently the case in the social sciences, there are studies which support both hypotheses.

Population vs Budget Figure 9 compares the population size and budgets for Field Operations and the Utah State Prison. The Prison has custody of about 18% of the correctional population while Field Operations is responsible for 82%. Yet, the Prison receives 58% of the Department's budget while Field Operations receives about 34%. It can be seen that it is vastly less expensive to supervise an offender in the community than to commit him or her to prison. Thus, community supervision should be considered a viable correctional alternative when consistent with public safety and community sentiment.



OFFICE OF THE EXECUTIVE DIRECTOR

The Executive Director is responsible for the philosophy, mission, and direction of the Department, and must ensure that an effective working relationship is maintained with other agencies of state government and the criminal justice system. The Executive Office includes the Deputy Director, who manages the day-to-day operation of the agency, the Public Affairs Director who manages press and public relations for the Department, the Administrative Law Judge who handles the discipline and grievance process, and an Administrative Assistant who coordinates office functions. Also reporting directly to the Executive Director are five Division Directors including the Inspector General, and the Division Directors of Administrative Services, Field Operations, Institutions, and Utah Correctional Industries.

The taxpayer is our primary client and must receive the highest level of public safety and correctional services within available resources. A key tool has been the development of comprehensive policies and procedures which provide for clarity of mission as well as increased staff accountability. Staffing and program effectiveness have been examined in order to cut waste and redirect resources where needed.

While public safety is our primary mission, we will continue to work toward increased efficiency. It is believed that this will ultimately allow us to improve working conditions for staff, conditions of confinement for inmates, the range of services for community programs, and most importantly, public safety.

EXECUTIVE DIRECTOR

The Executive Director supervises the Executive Staff and operates the Department through delegation of authority. He is responsible for ensuring that the programs and direction of the Department are consistent with the law and with priorities set by the Governor.

DEPUTY DIRECTOR

The Deputy Director assumes duties and responsibilities which generally parallel those of the Executive Director. He also serves as liaison between the Department and Law Enforcement agencies. Essentially, the Deputy Director is responsible for the day-to-day activities of the Department and works to ensure that everyone understands the mission of the organization and works toward that end.

GOALS

Communication A major goal for the coming year is to continue to improve communications with staff, offenders, the public, law enforcement agencies, and the media.

Capacity Demands An additional goal for the Department will center on developing policy around the issue of a growing correctional population and its effect on the criminal justice system. In conjunction with the Commission on Criminal and Juvenile Justice, the Department will create a task force to develop a policy on crowding. The primary focus will be on developing population projections, an inmate profile, resource allocation, community support, and an assessment of the impact of population growth on community correctional programs.

Department Image A major goal for the coming year is to strive to improve the image of the Department. Greater emphasis will be placed on providing more information to the news media, the Legislature, and the Governor about problems, successes, and initiatives. Increased involvement with this process will be a major responsibility of each member of the executive staff.

In addition, greater emphasis will be devoted to bolstering the image of the correctional professional in the eyes of the public. The majority of correctional employees work in a difficult and threatening environment and receive little or no recognition for the work they perform. Internal recognition programs will be emphasized during the coming year.

ADMINISTRATIVE LAW JUDGE

The Administrative Hearing Office was created in 1983 to " . . . conduct investigative hearings regarding offenders under supervision, staff matters in dispute, or other administrative matters in dispute."

The primary emphasis of the office has remained in the area of employee personnel (disciplinary) and grievance matters. In addition, inmate disciplinary, grievance appeals, and involuntary treatment hearings are processed by this office. This office is also involved in training and offering technical assistance to other state agencies in the area of employee discipline.

Office of the Executive Director

Gary W. DeLand
Executive Director

Juan J. Benavidez
Public Affairs Director

Pam Honn
Administrative Assistant

Toby Jacquez
Administrative Law Judge

N. Bruce Egan
Deputy Director

ACCOMPLISHMENTS

In FY86-87, 76 employee matters were handled by the Administrative Law Judge. The superior record of this office in personnel matters has remained unblemished; that is, no matter handled by the Administrative Law Judge has been overturned by any outside reviewing agency (e.g., the State Personnel Review Board or the Utah Anti-Discrimination Division).

In FY86-87, eight involuntary treatment hearings were held and 138 inmate appeals were handled.

GOALS

Successful Processing The major goal of the Administrative Hearing Office is to continue to successfully process all "matters in dispute" for the Department.

PUBLIC AFFAIRS DIRECTOR

The Public Affairs Director is responsible for maintaining communications with individuals and agencies external to the Department. He coordinates all Department level media needs, responds to public inquiries, and assists the Executive Director with legislative issues. The primary focus is on keeping the public and other state agencies informed. In particular, information is disseminated with regard to the mission, programs, activities, and crises that have some community impact.

ACCOMPLISHMENTS

Dissemination of Information Improved relationships with the news media have been developed. Complete information about correctional issues is provided to the news media on a timely basis, at times before the news media is aware of events. Press releases are continually provided in an effort to inform and educate the community. This office has been able to respond rapidly to requests for information.

Newsletter The design and readability of the department newsletter have been improved. A greater emphasis has been placed on quality-of-work issues, such as stress management and health as well as special reports that underscore change in the organization.

Corrections Advisory Council The Public Affairs Director has served as liaison to the Corrections Advisory Council. During the year, this office developed the agendas for Council meetings and generated the necessary information or resources for topics of discussion.

Special Public-Relations Projects Miscellaneous projects have included the Thanksgiving community food drive, the annual United Fund Drive, U.S. Bond Drive, the Annual Awards Ceremony, and teaching classes in Public and Media Relations at POST academies. A new project, the Annual Corrections Games has been started this year.

Meeting Facilitation The Public Affairs Director facilitated the weekly meetings of the Executive Staff.

Legislative Efforts This office developed a model to improve tracking of legislation. Greater emphasis has been placed on keeping key legislators informed of Corrections issues.

GOALS

Interaction with Legislature A major goal for the year is to continue to engage in activities that strengthen the Department's relationship with the Legislature and the office of the Fiscal Analyst and Research Analyst. This will be done by improving communications so that members of the Legislature become familiar with correctional issues prior to the Legislative session

Interaction with News Media It is anticipated that we will continue to increase the amount of information that is provided to the news media about the mission, direction, programs, and activities of the Department.

Criminal Justice Community This office plans to continue to assist the Executive Director and Deputy Director in strengthening relationships with the Criminal Justice Community.

ADVISORY COUNCILS

CORRECTIONS ADVISORY COUNCIL

The Corrections Advisory Council (CAC) exists to advise the Executive Director of the Department of Corrections. In carrying out this function, they review proposed policies, provide recommendations with regard to planning, and generally assist with the development of the mission and goals of the Department.

The constitutency group of the CAC is the taxpayer of the State of Utah. Although they act in an advisory capacity, they play a vital role in conveying community sentiment to departmental administration. Similarly, they play a vital role in representing the agency to the community in terms of public awareness and the development of community support for correctional programs.

UTAH CORRECTIONAL INDUSTRIES ADVISORY BOARD

The Utah Correctional Industries Act (64-13a U.C.A.) created an Advisory Board consisting of several members:

The Director of the Department of Corrections, or his designee, shall be a member,

The Speaker of the House of Representatives shall appoint one member,

The President of the Senate shall appoint one member,

The Corrections Advisory Council shall appoint one member,

The Governor shall appoint three members.

The six appointed members of the Board shall have a combined background which includes direct decision-making experience in production, finance, and marketing. At least one member should also represent labor. Members shall be appointed to four year terms. The Board has the following duties:

Advise which enterprises should be conducted in the correctional facilities, and the volume, kind and place of enterprise in order to eliminate unnecessary inmate idleness at all facilities and to provide diversified work activities which will serve as a means of enhancing vocational skills;

Establish policy with respect to the conduct of all enterprises;

Advise whether any enterprise should be established, expanded, diminished, or discontinued;

Advise the prices at which all services and products provided, manufactured, produced,or harvested by enterprises shall be furnished;

Consult regularly with state agencies and local public entities in order to develop new enterprise products, adopt existing enterprise products, and establish new service functions to meet their needs;

Act as liaison with private industry, organized labor, the Legislature, and the general public;

Obtain and provide technical assistance for enterprise programs;

Recommend to the Division the adoption of rules necessary to carry out the provision of this chapter;

Review and monitor an annual budget for all enterprises. The budget process shall include a projected profit analysis, sales forecast, and anticipated year-end financial forecast;

Assist in the process of inmate occupational placement upon release from confinement by coordination with the Board of Pardons, Correctional Institutions, and Field Operations; and

Prepare an annual report to the Governor and the Legislature which shall contain:

1. A detailed financial statement of each enterprise in each facility;
2. A detailed financial statement of the fund;
3. Reasons for establishing or terminating enterprises;
4. A summary of plans to develop additional enterprises;
5. The number of inmates employed in each enterprise;
6. The number of inmates available for work at each facility; and
7. Any further information requested by the Governor or the Legislature.Several members of the Advisory Board have been selected. It is anticipated that early in FY-87, the Board will be in place and operational.

MESSAGE FROM THE DIRECTOR OF INSTITUTIONAL OPERATIONS

In last year's Annual Report, I predicted that the Division's primary concern would be dealing with an unprecedented increase in the inmate population, subsequent overcrowding, and housing, staff, and budget shortages. The past 12 months have seen the accuracy of that prediction. The population during this period has increased by approximately 175 inmates with no corresponding increase in staff, housing resources, or funding. We have accommodated this increase in population through increased conversion of single cell occupancy to double cell, through the use of county jail contract space, and through limited emergency release programs.

Needless to say, the burdens placed on the staff of Institutional Operations have been enormous. Without exception, however, staff members have met the challenges and responded with increased efforts and resourcefulness. Staff have constantly reexamined previous processes, questioned previous procedures,and altered operations to increase efficiency.

Numerous vacant positions have been frozen, placing additional responsibilities on remaining staff. A large measure of credit must be given to those who insured the efficient day-to-day operations of institutions in the face of such problems.

The challenge of the next year will be to open, in an orderly and efficient manner, the new facilities presently under construction. As a consequence of the new housing space, it is anticipated that each inmate in our custody will be moved from his present assignment to a different unit or facility. The new facilities, constructed and designed to incorporate modern materials available and to accommodate the most current programming c

will require that each of us reconsider how institutions should be operated. Training staff, rewriting Policies and Procedures will be a major responsibility for at least the next 12 months.

Funding will remain tight during the next year, necessitating that staff continue to explore more cost-effective alternatives to programming, staffing, and operating our institutions.

DIVISION OF INSTITUTIONAL OPERATIONS

The Division of Institutional Operations had its origin in 1855 with the establishment of the Utah territorial prison. In 1951, the prison was moved from its original location in what is now Sugarhouse Park to its present location in Draper. Additional facilities have since been added to house both male and female inmates and those with various levels of custody and special problems.

Organizationally, the Division of Institutional Operations has been reorganized to improve communication and to provide better management of a growing inmate population. Supervision of inmate housing facilities is now divided among three wardens. The person in each of these positions reports to the Director of Institutional Operations who, in turn, reports to the Executive Director of the Department of Corrections. This new management structure, combined with the implementation of new policy and procedure, can be credited with a dramatic reduction in inmate escapes and a decrease in staff turnover.

The greatest challenge facing the Division of Institutional Operations is the rapid growth of the inmate population. At the time this report was prepared, the inmate population was growing by approximately one inmate per day. To accommodate this growth, new facilities are being built and new programs implemented. Based on the changing views of society towards crime, institutional operations must find additional and more cost-effective means of housing inmates consistent with public safety.

Division of Institutional Operations

David R. Franchina
Director

INSTITUTIONS BUREAU

SECURITY and ENFORCEMENT

Gerald Cook
Warden, Main Compound

Jeffrey Galli
Warden, YACF

Betty Gaines-Jones
Warden, Women's Facility
Firefighters

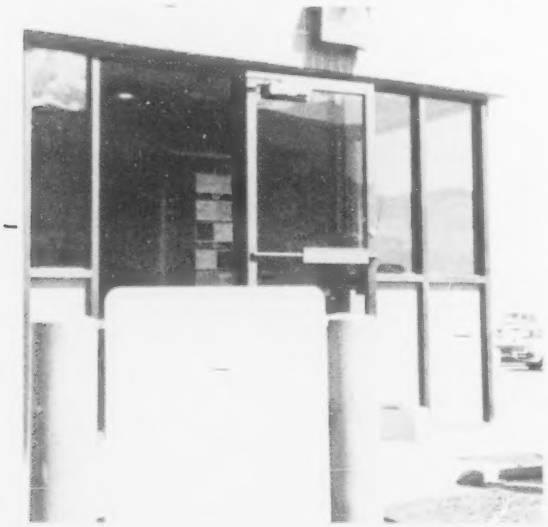
M. Eldon Barnes
Bureau Chief
Support Services

Will Fowlke
Bureau Chief
Security and Enforcement

MISSION STATEMENT

The mission of the Division of Institutional Operations is to provide a continuum of confinement to control committed offenders so that they may function in a manner which will not be harmful to themselves, staff, other offenders, or society.

ENFORCEMENT AND INVESTIGATION BUREAU



The mission of the Enforcement and Investigation Bureau is to provide security for the Draper Site, to prevent contraband from being introduced onto prison property, to prevent escapes, to investigate and prosecute criminal activity, and to provide for transportation of inmates. The Bureau is also responsible to quell inmate disturbances.

The resources that the Bureau has are vehicle patrols, surveillance from tower locations, security check points, and specialized Canine, Investigations, Electronic Security, Construction Security, Transportation, and SWAT Units. The most important resource is staff and the training they receive. During the last fiscal year, the Bureau made a concerted effort to certify Enforcement officers as Peace Officers through P.O.S.T. and the Corrections Academy. To date, approximately 20 officers have been certified.

New construction at the Draper Site has increased the burden placed upon the Bureau. The presence of construction workers, delivery vehicles, and routine breaches in the secure perimeter resulting from the construction have made security more difficult. In order to efficiently deal with this added responsibility, a Construction Security Unit was organized to provide security at the North and West Gates, at construction sites, as well as for construction vehicles and personnel. Since the organization of the unit, approximately 93,000 vehicles and 154,000 people have been processed through the main prison secure perimeter. A substantial amount of contraband was confiscated at the perimeter and at least 3 people were arrested for drug possession. Additionally, no escapes occurred or were even attempted through these gates.

The K-9 Unit is an integral part of the Bureau, and the officers and dogs have been trained to perform in a community as well as an institutional setting. This training includes tracking, crowd control, and searching for drugs, explosives, and other contraband.

The K-9 Unit assisted in the arrest of 27 visitors for outstanding warrants or miscellaneous violations, 15 arrests for alcohol related violations, and 22 arrests for narcotic violations. The unit was also responsible for or assisted in the capture of 23 fugitives and/or escapees and conducted 39 searches for contraband including explosives. The K-9 Unit assumes a major role in fugitive apprehension activities and has assisted other law enforcement agencies.

The Special Electronic Security Unit is charged with the maintenance of the electronic security system, installation of telephone lines, computer lines, and other

electronic devices, coordination of new construction, and the installation and maintenance of radio communication systems. The major part of the new radio communication system has been installed and is the most efficient radio system that the institution has had.

The Del Norte electronic security system has been maintained to such a level that no escape attempts went undetected through the protected security zones and none were successful. Approximately $30,000,000 of new construction has been progressing steadily with no major problems during the last year. The Armorer has implemented a new equipment audit/inventory system to improve accountability. The Locksmith has been efficient in maintaining the locking systems and coordinating the drafting of the new key control policy. The unit processed approximately 1750 work orders for the fiscal year.

As inmate populations have grown and become more violent, the need for tighter security and greater awareness on the part of the staff has become more important in preventing escapes and for ensuring that staff, inmates, and the public are protected. During FY86-87, the Enforcement Unit and facility staff stopped all escape attempts from the Draper Site before the inmates could breach the secure perimeters. There were a total of 9 escape attempts. This is a reduction of 70% in escape attempts and 100% in successful escapes from last year. This remarkable record is due to better officer alertness and training, stronger internal controls, better monitoring equipment and a new inmate classification system.

Greater security at the VDS and aggressive pursuit of the goal of allowing no contraband onto prison property has resulted in the arrest of a large number of visitors attempting to bring drugs and other contraband into the institution for inmate distribution.

TABLE 5

ESCAPES FY 1986 - 1987

	MAIN COMPOUND	YACF	WOMEN'S FACILITY	DURING TRANSPORTATION
TOTAL ATTEMPTS *	2	7	0	0
CAPTURED WITHIN PERIMETER *	2	7	0	0
STILL AT LARGE	0	0	0	0

* TOTAL ATTEMPTS: Defined as attempting to breach one or more security or control barriers such as cells, cell blocks or perimeter systems.

* CAPTURED WITHIN PERIMETER: Defined as having breached a major security barrier but apprehended inside the secure fences.

The Investigation Unit expanded its responsibility during FY 86-87 by taking over the management of the statewide Sex Offender Registration program from the Department of Public Safety. In addition to this new responsibility, the unit conducted several inter-agency investigations, one of which resulted in the arrest of 17 persons (including several staff members) and the recovery of a large sum of money. The Investigation Unit also began publishing a monthly statewide intelligence bulletin for the purpose of informing other law enforcement agencies of high risk probation and parole offenders, sex offenders, and outstanding fugitives. This unit serves the criminal investigation needs for the entire Department of Corrections. During FY 86-87, 430 cases were opened, 339 have been closed, and 75 persons were arrested for various offenses.

The transportation of inmates to court and other locations is accomplished by the Transportation Unit. The unit averages 225 trips per month which includes trips to court, medical facilities, Community Corrections Centers, and out of state. During FY 86-87, no serious incidences occurred involving transportation of inmates.

The Enforcement and Investigation Bureau has increased its role in reducing the amount of contraband by increasing searches of persons and vehicles entering the Draper Site. In addition, there has been extensive screening of individuals for outstanding warrants and follow up of intelligence developed on contraband smuggling. During FY-87, a large number of arrests were made on outstanding warrants, possession of drugs, and other violations.

Unit III is designed to provide continuous physical control of inmate activity. This function is accomplished through restrictive programming and highly structured supervision as well as a secure physical design. A Unit Management Team consisting of the Administrator, Lieutenant, and Social Worker monitors inmates' progress and determines treatment and privileges.

INSTITUTIONS
UNIT III

With a capacity of 70 individual cells, Unit III provides a highly structured and controlled environment as a backup resource to the other areas of the Utah State Prison. Inmates representing high security risks and/or constituting a safety and management threat to themselves or to other inmates are placed in this facility. Additionally, inmates awaiting execution are housed in this facility.

UNIT II

Unit II became a functional correctional facility for convicted adult male felons in 1952. This facility has the capacity to house approximately 600 inmates. Depending on needs, programs, and classification, inmates are assigned to either single or double cells.

Unit II houses individuals considered to be moderate security risks based upon several factors including the criminal offense, criminal history, and escape potential. Unit II has several subcomponents or housing areas. They are Reception and Orientation, Administrative Segregation, Special Program Units, and the general inmate population.

Each housing unit is administered by a Unit Management Team comprised of a Housing-Unit Captain or Lieutenant and one or more Social Workers. Unit management teams are responsible for the treatment and management of each inmate living on their respective unit. The team assists in providing classification information and assists each inmate in benefitting from resources at the Institution. These resources include a variety of employment, educational, treatment, and recreational opportunities.

Reception and Orientation Unit The Reception and Orientation Program receives all new inmates and parole violators (except female offenders). Each is tested and evaluated to determine social, emotional, educational, physical, and employment needs. Additionally, each inmate is oriented to the policies, procedures, and behavior standards of the Institution. At the end of orientation, each is given a classification status and placed in the appropriate unit.

Administrative Segregation Program The Administrative Segregation Program houses inmates who must be segregated from other inmates or who present other special problems. The Management Team strives to find suitable programming alternatives for those placed in this section. When deemed appropriate, inmates on this Unit are prepared for reintegration into the general inmate population.

Special Program Units

The **Insight Program** is presently located on B-North and is designed to enhance social and interpersonal coping skills in inmates who have demonstrated deficiencies in these areas.

The **Mastery Program** is located on D-Block. This program is designed to provide a more comprehensive program for inmates who have expressed an interest in becoming involved in drug and alcohol treatment to a greater extent than is possible in weekly group or individual counseling sessions.

The **Individual Achievement Program** is housed on C-Block and on one tier of D-Block. This program provides special living arrangements for inmates who have demonstrated a desire to enhance their employment skills through consistent application of learned trades or vocations and regular involvement in self-improvement.

UNIT I

Approximately 25 years ago, Unit I was constructed to house 300 moderate-risk inmates. This facility consists of fourteen 26-man dormitories. Due to a growing inmate population, Unit I currently houses 366 inmates. This facility is presently organized into Inmate Management Units administered by a Unit Management Team consisting of a Captain, Lieutenant, and five Correctional Officers. These teams work with general and specialized inmate populations which range from therapeutic communities to specialized work crews. Unit I offers a variety of educational and therapeutic programs. A portion of Unit I (approximately 50 beds) has been demolished as part of the construction and remodeling program at the Institution.

Special Services Dormitory

The Special Services Dormitory (SSD) houses several programs designed for special-needs inmates. These programs are designed to enable the offender to change patterns of behavior which have resulted in incarceration. The populations targeted for treatment are the socially inadequate, the mentally ill, and sex offenders.

SSD programming is also oriented toward minimizing the negative effects of incarceration. Within security parameters, inmates are exposed to emotional and environmental stressors similar to those encountered in the community. Special emphasis is placed upon the development of emotional and social coping skills and support systems. SSD staff also try to enhance self-image and the value of identifying and confronting self-defeating behaviors.

Merit Program The Merit Program is another self-functioning group of 10 to 20 inmates housed at the SSD. This organization serves socially inadequate individuals who are lacking in interpersonal skills and the ability to function adequately within society. Like the Revamp program, Merit has its own steering committee and internal political structure which, under staff supervision, provides a vital learning environment.

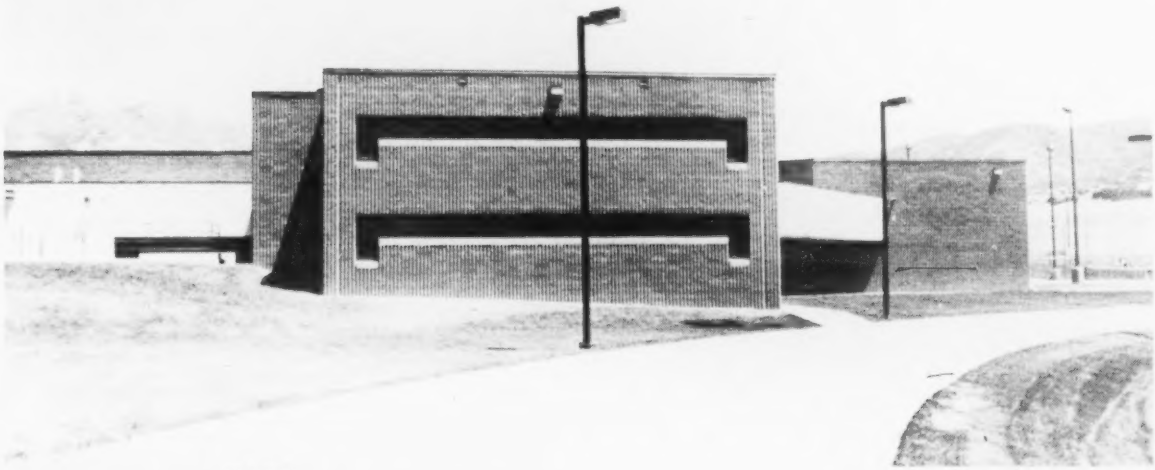
Advantage Program The Advantage Program serves mentally ill inmates who are dysfunctional when they don't receive proper medication , closer supervision, and support. Advantage is essentially a psychiatric unit treating individuals who might otherwise be candidates for the State Mental Hospital. Individuals in this program have carefully structured schedules that must be followed. This high degree of structure allows for more effective treatment.

Revamp Program The Revamp Program is a special program for sex offenders who are able to recognize serious problems and are willing to involve themselves in treatment. This group of 55 specially-selected inmates in the SSD functions apart from other inmate groups. It has its own internal organization and steering committee made up of responsible inmates. The inmate committee assists staff in developing program guidelines while simultaneously accepting the responsibility of ensuring that guidelines are followed. Staff members act as monitors and supervise the manner in which inmates participate in the programs available to them. Members participate in specialized treatment which often incorporates physiological-response testing.

The Utah State Prison Main Compound is currently entering a transition phase involving newly constructed facilities at Unit I and Unit III. Subsequent to publication of this report, the Main Compound will be changed dramatically in terms of population types and available programs.

YOUNG ADULT CORRECTIONAL FACILITY

The construction of the YACF was completed in 1984. Its original design allowed for a capacity of 288 inmates. By adding an additional bunk in most cells, capacity has been expanded to 572.



YACF

The YACF is used mainly to house inmates under the age of 26. However, to help alleviate crowding in other areas of the prison, a geriatric program has been developed which houses inmates over the age of 50. The YACF also houses certain 90-day diagnostic clients.

The philosophy of the YACF is to provide inmates with a safe, secure, and humane environment, and to offer them a variety of programs that will allow them to make the personal changes necessary to avoid re-offending.

The YACF has had a continuous emphasis on inmate education, i.e., special education, adult basic education, and high school. Approximately 55 inmates graduated from high school during the '86-'87 school year. This year, the YACF has added a post secondary education program and vocational training.

Inmates at the YACF are encouraged to participate in public service. During the year, there have been projects with the Salt Lake County Library System, Primary Children's Medical Center, Salt Lake County Recreation, March of Dimes, Easter Seals, Sub for Santa, and the Jordan Valley Care Center. A public outreach program has been developed at the YACF whereby high schools, civic groups, and concerned citizens come to the YACF to interact with a panel of inmates.

A community education program is in place where inmates can improve their life skills and develop leisure time activities in areas such as music, money management, and computer literacy. This program is completely voluntary and taught by volunteers.

A variety of treatment programs is also offered. These include substance abuse treatment, sexual offender treatment, and violent offender treatment.

CONSERVATION CAMP-FIREFIGHTERS

In 1978 the Utah State Prison, in cooperation with the Division of State Lands and Forestry signed a cooperative agreement forming the state's first inmate wildland fire-hand crew. The inmate crew chose to call themselves the "Flame-in-Go's," which is now a recognized logo. Initially, the crew responded to fires only when requested. After the fire was over, they returned to prison until the next call. This continued until 1983 when it was decided to enlarge the crew to thirty men and use them on natural resource work projects while waiting for fire calls. This put more men to work, increased their wages, and provided a revenue-generating capability to pay for the entire cost of the program. Agreements with federal, state, and local governments were established to ensure that the program was marketable and that crews were kept busy nine months out of the year.

The Conservation Camp office and multi-purpose area has been utilized by a variety of programs since its construction as the Warden's residence in 1952. A camp dormitory was built to house the inmates away from the prison population. This phase was completed in March 1984 and has a target population of forty. The Conservation Camp currently employs seven full-time and one part time staff.

In addition to a schedule that includes assisting in fighting approximately fifteen fires per year in Utah and surrounding states, the Firefighters have donated a considerable amount of time to community services such as yard and home maintenance for the elderly or disabled and fund raising for the needy. This type of involvement has resulted in local and national recognition for the program and individual members.

The Flame-in-Go's are a specially selected group of inmates who, in addition to receiving training and certification as firefighters, are exposed to an atmosphere that might develop the life skills and self-confidence necessary for success in life.

WOMEN'S CORRECTIONAL FACILITY

The Women's Correctional Facility opened on December 1, 1983. The design capacity has gone from 50 to 60 inmates due to the completion of a desperately needed housing wing.

The Women's Facility is located near the Young Adult Correctional Facility and, in most cases, it is self-contained. This is especially true for work projects, counseling, education, and religious programs. Inmates who have attained appropriate custody levels may participate in community-based programs. This privilege allows the inmate to work away from the

prison for a number of hours each week day. The two community-based programs in which inmates are involved are at the American Fork Training School and the State Micrographics Group Placement.

Special courses are designed to assist inmates in dealing with social problems. The Prison Alcohol Treatment Program provides weekly substance abuse therapy. A social worker and a graduate student conduct individual and group therapies with particular emphasis on substance abuse, child abuse, mental health, and childhood victimization. Contractually arranged groups are conducted by a psychologist once weekly.

There are regular Catholic, Protestant, and L.D.S. services in addition to occasional sessions sponsored by the Christian Women's Fellowship. The inmates participate in physical fitness, weightlifting, aerobics, A.A. meetings, Bible Study, Relief Society, Legion of Mary, and the Sunshine Group. Most of these groups are conducted by volunteers.

The Women's Facility is composed of 90-day Diagnostic, Reception and Orientation, Minimum, Medium, and Maximum security inmates. The facility was originally designed as a halfway house and rooms are large enough to comfortably house two inmates. The Women's Correctional Facility has not been immune to the problems of over-crowding. Certain common areas have been used occasionally to provide temporary housing. On occasion, three inmates have been assigned to a room.

It is anticipated that a new Women's Secure Facility will be ready in the early part of 1988. Hopefully, this will alleviate many of the problems experienced during the past year. The Women's Correctional Facility is managed by eighteen full time and three part time employees.

SUPPORT SERVICES

The Utah State Prison is a self-contained community which must provide most of the program and services found in the regular community in addition to the special programs designed to meet the needs of inmates. The majority of these services are the responsibility of Support Services.

Maintenance In order to maintain operations of the various facilities, a full-time maintenance section exists at the institution which provides for such services as plumbing, electrical, heating and cooling, and construction.

The Department is currently negotiating a contract with Service Master Management Services Corporation to manage the Utah State Prison Maintenance Department. Maintenance responsibilities will be greatly increased when the new facilities currently under construction are completed in the summer and fall of 1987.

Medical Department Inmate medical and dental needs are met by medical and dental professionals. Medical staff are available 24 hours a day to provide basic and intermediate care to inmates. In cases of emergencies or serious problems, inmates are transported to the University of Utah Medical Center. While there, inmates are kept under constant guard. Dental services are provided five days a week.

The Director of Medical Services is currently developing a new staffing plan to aid in the recruitment and retention of qualified medical staff.

Laundry The staff from Support Services supervise the inmate laundry.

Inmate Accounting A very important function is inmate accounting which ensures that proper records are kept of inmate monetary transactions.

Food Services The food service operation of the institution prepares all meals which must meet national nutritional standards and be appetizing. All of this is done at an average cost of 91 cents per meal. Approximately 2,043,396 meals are served a year.

Psychological Testing, Counseling, and Therapy Each inmate, as part of the Reception and Orientation process, is given a battery of psychological tests and interviewed in an effort to identify problems and needs. These assessments are also used in the formulation of treatment programs. At two-year intervals, each inmate is retested and treatment plans are adjusted accordingly.

Therapeutic counseling is provided by professionals representing various disciplines including psychology, psychiatry, social work, and guidance counseling. Volunteers complement therapeutic programs by offering positive social contact.

Counseling differs according to inmate needs and may include crisis intervention, long-term therapy focusing on criminal attitudes and behaviors, and therapy in areas such as parenting, self-esteem, sexual problems, social skills, and interpersonal relations.

Education The Utah State Prison offers accredited education by contracting with Jordan School District to provide Adult Basic Education (grades 1-8) and high school education (through the 12th grade).

Inmates from maximum security, protective custody, and the hospital who cannot attend classes in the main facility participate in the cell-study program and receive individual instruction. Tutoring services are provided by volunteers.

In cooperation with the Utah State Office of Education, the Department of Corrections anticipates an increase in education programming due to their expertise.

Library Services The institution has six separate libraries, each open daily for approximately eight hours. The privilege of checking out books is available to all inmates regardless of their custody level .Currently, the prison has one full-time professional librarian. Prison libraries are a highly valued resource among the inmate population.

Recreation A wide variety of activities is available to residents of the various facilities. Intramural teams compete during the evening hours in sports such as softball, baseball, basketball, and volleyball. Tournaments for individual activities such as ping pong, pool, foosball, and boxing are also scheduled.

Hobbycraft Shop Several hobbycraft shops are available to inmates which provide facilities for wood-working, ceramics, leatherwork, and model-making. All equipment is purchased and maintained through profits from sales of raw materials and kits. An Arts and Crafts supervisor and an instructor are employed by the Prison.

Alcohol and Drug Treatment Conducted by five full-time staff members with degrees in Social Work, the Prison's Substance Abuse Program is regarded as one of the best of its kind. All inmates, as part of Reception and Orientation, are required to complete a 20-hour Alcohol and Drug Education Program. For five consecutive days, new inmates spend four-hour blocks learning about substance abuse and dependency. As part of this course, each inmate is given the "Alcohol Use Inventory Standardized Test" and an individual substance abuse profile is developed.

Inmates with identified problems are treated through individual and/or group counseling. The client may also participate in a Self-Concepts Workshop Program which focuses on internal control. For drug dependencies, in-depth group counseling is offered.

Treatment then focuses on after-care, particularly during an offender's re-entry into community living. Special attention is paid to milestones such as the first 24 hours out of Prison, the receipt of a first paycheck, the client's first promotion, or an increase in work responsibility.

Vital to after-care is steady employment, a community or family support system, and appropriate recreation activities. Treatment promotes these facets to create and maintain a balance necessary to sustain the client's drug-free commitment.

The Prison has two Alcoholics Anonymous chapters. Like those across the country, the chapters meet in weekly sessions conducted by volunteers. The program is structured around a twelve-step program of sobriety and self-actualization.

Religious Services Inmates' religious and private counseling needs are handled by six part-time chaplains: Three from the Church of Jesus Christ of Latter Day Saints, one representing Protestant denominations, one from the Roman Catholic Church, and one who represents all non-Christian religious persuasions.

Each Sunday, LDS, Protestant, Catholic, Baptist, and Assembly of God services are held. To accommodate these services, the Prison has two non-denominational chapels, one in Unit I and one in Unit II. Inmates housed in facilities without a chapel assemble in multi-purpose areas.

The Prison Fellowship Program provides non-denominational Bible study sessions, Sunday worship services, and other projects including outside family involvement.

Involvement of Outside Families Various faiths are involved in a highly successful program which joins volunteer families with interested inmates to form a temporary support system. Families come to the Prison and spend one evening each month with the assigned inmates. The LDS Family Home Evening program involves over 90 such families. Its activities include general discussion, games, teaching, and socializing with the respective inmate.

The Prison Fellowship Program joins inmates with some 15 to 20 additional families. It is distinctive in its focus on follow-up support for the inmate after release.

The results of involving individual inmates with outside families have been very positive. Initial statistics indicate a lower-than-average recidivism rate for participants.

ACCOMPLISHMENTS

SUPPORT SERVICES

Medical Medical staff have recently completed a new personnel package that, if accepted, will improve our ability to hire and retain qualified medical staff, thereby reducing legal liability. The medical director has also been involved in negotiating a new agreement with the University Medical Center to further improve medical services to inmates.

Food Services Personnel have been able to reduce costs by approximately $150,000. This has been done by reducing food waste through improved menu preparation and the use of the Aladdin Tray System which increases portion control.

Education The Utah State Prison continues to offer accredited education programs in coordination with the Utah State Office of Education. These programs include adult basic education, high school, and college courses.

MAIN COMPOUND

Modifications B-Block and D-Block cell windows were hardened. Security equipment and procedures were augmented in Unit I including the installation of yard lighting. Unit II has developed programs for recreation space, had an additional corridor grating installed, and had the tiers on A-Block physically screened to increase control.

New Programs Main Compound staff have had to expand bed space by increasing the number of beds available on B-North, D-Block, B-Block, and C-Block. Staff have developed a new "Insight" program for B-North, a substance abuse program on D-Block, and have initiated an individual development program for C-Block. They have also developed new academic programs to include cell study and telecommunication classes as well as a promising community education program in the Special Services Dorm.

WOMEN'S CORRECTIONAL FACILITY

Security The Women's Facility has made major advances in improving security. This has been done by having bars installed on all windows, installing call buttons in all inmate rooms, enhancing the enforcement of perimeter security, and having a perimeter road installed around the facility to allow for mobile patrol.

Programming WCF staff have been able to increase the number of education programs. They have implemented a new physical fitness program, have applied for a grant to develop a parenting program, and have expanded employment opportunities through the micrographics program.

BUREAU OF ENFORCEMENT AND INVESTIGATIONS

Escapes No inmates have escaped from the Draper Site in the past year as a result of perimeter patrol personnel.

Investigations The Bureau has successfully completed Phase I of a major investigation including staff corruption and drug trafficking. Fourteen individuals have been arrested, three of whom were staff members. It should be noted that this investigation is continuing and it is expected that additional arrests will follow.

Newsletter and Registry In order to improve communication with other law enforcement personnel, a Statewide Intelligence Bulletin has been developed to provide information concerning fugitives, parolees, and narcotic trafficking. Also a sex offender registration program has been initiated.

K-9 Unit The Bureau's K-9 program has provided statewide assistance to law enforcement agencies. There were about 20 assists in 1986.

SWAT Team The Special Operation Unit has developed an indepth tactical system whereby critical situations are viewed as an evolving process rather than as a static event. Potential interventions are then planned for various points in the process in the event that a previous intervention was unsuccessful.

New Construction The Electronic Security Unit has successfully managed the new construction sites within the main perimeter to the extent that there have been no escapes during this vulnerable period.

YOUNG ADULT CORRECTIONAL FACILITY

Population Increase YACF staff have been able to double the inmate population without major incident and at minimal costs. Double bunking was accomplished without any additional staff.

Security Physical barriers and devices were substantially increased to include security cameras, additional fencing, and installation of additional razor wire.

Programming Programs for inmates were developed and increased. This included increases in community education, recreational, therapeutic, and cultural awareness programs.

Public Service Public service projects were also expanded to include the Salt Lake County Library System, Sub for Santa, March of Dimes, and Primary Children's Medical Center.

GOALS

New Construction Transition New facilities are currently under construction at the Draper Site and will be available for occupancy in late1987. The Division of Institutional Operations is currently developing procedures for an orderly move from the old facilities to new in Functional Units I and III. It is expected that through planning, the transition will be made with as little disruption as possible.

Policies and Procedures Development Over the past two years, the Division of Institutional Operations has been developing policies and procedures. While this will be an ongoing process as operational changes occur, it is our goal to have a current policies and procedures manual completed by the summer of 1988.

Stress Management Staff morale in Institutional Operations is currently affected by two factors: 1) working environment; 2) demands placed on staff by lack of state funds available for hiring additional personnel. The Division of Institutional Operations will participate in the development of a Stress Management Program for staff.

Budget Preparation Process In conjunction with departmental finance personnel, the Division of Institutional Operations will improve the efficiency of its budget preparation by more closely monitoring its budget.

Internal Audit Program In the coming year, the Division of Institutional Operations will develop an internal audit program that will allow proper review of Institutional Operations in a more timely manner.

Classification, Disciplinary, and Grievance Procedures New procedures in these areas have recently been developed. Institutional Operations will develop an efficient process to assure effective and proper implementation of these procedures.

Safety and Security In order to reduce inmate escapes and the flow of contraband into the institutions, the Division of Institutional Operations personnel are continuing to upgrade security, developing new and improved training, and ensuring that effective security policies and procedures are developed.

Inmate Programs Inmate programs will be expanded beyond their 1986 level by increasing coordination efforts with other state and federal agencies and the private sector. It will also be necessary to increase the use of properly trained volunteers, to improve public service projects, and to improve community out-reach programs.

ADULT CORRECTIONS STATISTICS
"SNAPSHOT" OF INMATES
ON 8/1/87

Veteran Status	Male		Female	
	#	%	#	%
Veteran	417	21.9	1	1.2
Non-Veteran	141	74.4	82	98.
Active	4	.4	0	8
Reserve	8	1.5	0	0.0
Unknown	28	1.8	0	0.0
Last Grade Completed				
1-6	38	2.1	2	2.5
6-11	816	44.9	33	41.3
12	577	31.7	26	32.5
12+	157	8.6	4	5.0
Unknown	230	12.7	15	18.8
Citizenship				
U.S. Citizen	1754	92.0	76	90.5
U.S. Naturalized	4	.2	0	0.0
Non U.S. Citizen	17	.9	0	0.0
Unknown	132	6.9	8	9.5
Race				
White	1372	71.9	57	67.9
Hispanic	306	16.0	16	19.0
Black	171	9.0	7	8.3
Native American	38	2.0	3	3.6
Asian	9	.5	1	1.2
Unknown	11	.6	0	0.0
Religion				
LDS	631	32.0	26	31.7
Catholic	414	21.0	23	28.0
Protestant	236	12.0	7	8.5
None	301	15.3	8	9.8
Other	119	6.0	5	6.1
Unknown	271	13.7	13	15.9
Age				
17-19	32	1.7	1	1.2
20-24	383	20.1	14	16.7
25-29	471	24.7	15	17.9
30-34	394	20.7	26	31.0
35-39	259	13.6	16	19.0
40-44	169	8.9	6	7.1
45-49	107	5.6	4	4.8
50-54	50	2.6	0	0.0
55-59	20	1.0	1	1.2
60-Over	22	1.2	1	1.2

Marital Status				
Never Married	868	45.5	20	23.8
Married	404	21.2	19	22.6
Separated	113	5.9	6	7.1
Divorced	360	18.9	31	36.9
Common Law	30	1.5	1	1.2
Widowed	26	1.4	2	2.4
Unknown	106	5.6	5	6.0
Dependents				
1	273	14.3	21	25.0
2	242	12.7	14	16.7
3	155	8.1	11	13.1
4	98	5.1	4	4.8
5	55	2.9	0	0.0
6	25	1.3	1	1.2
7	15	.8	0	0.0
8	7	.4	0	0.0
9	8	.4	0	0.0
Unknown	102	54.0	33	39.3
Crime - Property				
Depriving an Owner	1	.1	0	0.0
Burglary	289	15.3	0	0.0
Agg. Burglary	32	1.7	0	0.0
Theft By Deception	22	1.2	1	1.2
Theft By Receiving	21	1.1	1	1.2
Petit Theft	2	.1	0	0.0
Auto Theft	24	1.3	1	1.2
Theft	214	11.3	15	18.3
Receive Stolen Prop	5	.3	0	0.0
Poss. Stolen Prop	5	.3	0	0.0
Forgery	78	4.1	23	28.0
Poss. Forged Writing	1	.1	0	0.0
Issuing Bad Checks	12	.6	3	3.7
Fraud	2	.1	0	0.0
Credit Card Fraud	14	.7	5	6.1
Other Property	1	.1	0	0.0
Racketeering	1	.1	1	1.2
Unlawful Dealings	1	.1	0	0.0
Comm. Fraud	1	.1	0	0.0
Drug Related				
Poss. Control Sub.	14	.7	1	1.2
Cultivation of Drugs	3	.2	0	0.0
Dist Drugs No Value	2	..1	0	0.0
Dist Drugs - Value	61	3.2	5	6.1
Manufacturing Drugs	2	.1	0	0.0
Poss. of Drugs	4	.2	0	0.0
Illegal Prescription	11	.6	2	2.4
Other Drugs/Alcohol	2	.1	0	0.0

Sex Related				
Unlawful Sex	6	.3	0	0.0
Inter.	64	3.4	0	0.0
Rape	12	.6	0	0.0
Sodomy	21	1.1	1	1.2
Forcible Sodomy	40	2.1	0	0.0
Forced Sex Abuse	55	2.9	0	0.0
Agg. Sexual Abuse	131	6.9	1	1.2
Sexual Abuse	3	.2	0	0.0
Child	1	.1	0	0.0
Other Sex	1	.1	0	0.0
Obj. Rape Adult	10	.5	1	1.2
Obj Rape Child	20	1.1	0	0.0
Incest	38	2.0	1	1.2

Violent/Personal				
Assault	3	.2	0	0.0
Assault by Prisoner	5	.3	0	0.0
Agg. Assault	56	3.0	1	1.2
Extortion	1	.1	0	0.0
Criminal Homicide	57	3.0	2	2.4
Murder 1	52	2.7	1	1.2
Murder 2	64	3.4	3	3.7
Manslaughter	45	2.4	2	2.4
Auto Homicide	6	.3	0	0.0
Kidnapping	6	.3	0	0.0
Agg Kidnapping	19	1.0	1	1.2
Kidnapping Child	1	.1	0	0.0
Other Person Crime	1	.1	0	0.0
Robbery	90	4.8	6	7.3
Agg Robbery	191	10.1	0	0.0
Child Abuse	3	.2	2	2.4
Arson	3	.2	0	0.0
Agg. Arson	5	.3	0	0.0

Public Order				
Prostitution	1	.1	0	0.0
DUI	1	.1	0	0.0
Leaving Accident	1	.1	0	0.0
Failure to Stop	4	.2	0	0.0
Escape From Cust.	12	.6	1	1.2
Habitual Criminal	15	.8	0	0.0
Weapons Violation	19	1.0	0	0.0
Contraband to Inmate	1	.1	0	0.0
Custodial Interference	2	.1	0	0.0
Criminal Mischief	1	.1	0	0.0
Obstuction of Justice	0	0.0	1	1.2
Illegal Use Explosives	1	.1	0	0.0

Degree of Crime				
Capital	12	.6	0	0.0
First Degree	549	28.9	6	7.2
Second Degree	767	40.4	35	42.2
Third Degree	516	27.2	38	45.8
Class "A"	22	1.2	1	1.2
Unknown	34	1.8	3	3.6

Number of Incarcerations				
1	113	59.4	56	66.6
2 - 4	2	33.4	14	16.7
5 - 7	637	3.2	0	0.0
8+	61	.4	0	0.0
Unknown	7	3.7	14	16.7

Number of Arrests				
1 - 5	899	49.9	35	42.2
6 - 10	446	24.7	21	25.3
11 - 15	228	12.6	9	10.8
16 - 20	109	6.0	7	8.4
Over 20	94	5.2	8	9.6
Unknown	27	1.5	3	3.6

Number of Convictions				
1 - 5	114	60.3	45	53.6
6 - 10	9	23.1	18	21.4
11 - 15	440	6.8	5	5.9
16 - 20	130	2.8	3	3.6
Over 20	53	3.7	3	3.6
Unknown	70	3.4	10	11.9

Age at First Arrest				
Under 10	106	5.5	2	2.4
10 - 14	644	33.6	21	25.0
15 - 17	504	26.3	17	20.2
18 - 20	269	14.0	15	17.9
21 - 24	136	7.1	14	16.7
25 - 29	96	5.0	6	7.1
30 - 39	96	5.0	7	8.3
40 - 49	43	2.2	2	2.4
50 - 59	16	.8	0	0.0
Over 60	7	.4	0	0.0

MESSAGE FROM THE DIRECTOR OF FIELD OPERATIONS

Field Operations continues to provide the State with an excellent resource for managing the offender population. We are proud of the services and programs we provide for the State and are continuously evaluating and updating our operation to ensure compliance with the mandates of the Legislature, the courts, and the mission of Corrections. Caseloads are still too high in some areas and treatment resources are at a premium, but overall, the system is providing a valuable service not only to the criminal justice system but also to the citizens of the state.

The agency formed a Presentence Investigation Task Force last year to evaluate the needs of the criminal justice community in regards to information needed at the time of sentencing the offender and for aftercare. The Presentence Investigation Task Force, in conjunction with judges and other criminal justice agencies, developed standardized formats for all presentence investigation reports throughout the state. The Task Force also developed a training manual which assists in the preparation of these reports.

Specialization has also occurred in the preparation of PSIs and the supervision of offenders. Increased numbers of mentally ill offenders and sex offenders have mandated that the agency direct resources to their specialized needs. The intensive supervision program has been highly successful and has had a dramatic impact on the behavior of the offender. This is an excellent program which needs to be expanded for parole and felony probation offenders.

As with other agencies, the economy of the state has affected the resources of Field Operations and the services it can provide. The area most affected is the treatment of offenders, and this is particularly alarming with the increase in the numbers of mentally ill and sexually deviant offenders in the system.

Treatment for these offenders is necessary to assist them in functioning in the community and to provide community protection. These are also the most costly programs to operate.

The State should be proud of the staff of the Division. Field Operations is made up of dedicated, hard-working professionals who are committed to providing exceptional community correctional services.

DIVISION OF FIELD OPERATIONS

The Division of Field Operations was created as part of the Department of Corrections in 1983. Field Operations maintains the programs involved in the investigation, evaluation, and supervision of offenders in community settings.

A probation law has existed in Utah since 1893. In 1913, the Board of Corrections was authorized by the State Legislature to appoint a State Parole Agent. Initially, it was the Warden at the Utah State Prison. In 1937, a department of Adult Probation and Parole was organized and a Chief Agent was appointed to delineate probation and parole districts and to appoint agents. In 1970, the first Community Correctional Center was opened. In 1983, the Community Correctional Centers were made part of Field Operations.

Today, Field Operations operates with a staff of 407. There are eight Regions including the Diagnostic Unit, and six Community Correctional Centers. As of July 1, 1987, Field Operations had 8181 offenders under its jurisdiction. A total of 14,439 offenders were served during FY 87. In addition, during the FY 87, 6,311 presentence investigations and 352 diagnostic evaluations were completed. Other investigations completed during the same time period totaled 1,871. The Division of Field Operations operated with a budget of $16,862,304.

Utah had the distinction of hosting the annual conference of the American Probation and Parole Association in conjunction with the 50th anniversary of the Interstate Parole and Probation Compact in August. Field Operations is proud of its accomplishments over the years and reaffirms its commitment to protect the community while providing services to the offender, the courts and the victims of crime.

MISSION

The mission of Field Operations is to protect the community while providing services to the offender using the following guidelines as objectives:

1.To meet statutory mandates when providing services;

2.to provide accurate, verified, and timely reports to the courts and Board of Pardons which include recommendations on sentencing alternatives and input from the victim about the impact of the crime;

Division of Field Operations

Myron K. March
Director

Alan Anthony
Deputy Director

O. E. Wilson
Administrator, Region I

C. Robert Sanders
Administrator, Region Ii

R. Kent Archibald
Administrator, Region IID

Raymond H. Wahl
Administrator, Region III

Donald E. Blanchard
Administrator, Region IV

John D. Graff
Administrator, Region V

Evan Reid
Administrator, Region VI

Iris E. Hemenway
Director, Diagnostic Unit

3. to provide a variety of supervision levels that range from residential facilities to minimum supervision in the community based upon the risk the offender presents and his or her unresolved needs;

4. to establish and operate programs, monitor contract services, and utilize appropriate community sources that address the needs of offenders;

5. to ensure that offenders participate in victim restitution programs and have the opportunity to do community service projects;

6. to provide data for the management information system that will be used to manage effectively and allow research on the viability of Field Operations programs and thereby increase agency accountability and public awareness;

7. to recruit, train and utilize volunteers to help provide services for less dangerous offenders;

8. to provide opportunities for staff to participate in training that meets statutory requirements and encourages individual growth while meeting agency policy, procedures, and directives;

9.to encourage all staff to act in a public relations capacity to explain Field operations programs to schools, community service groups, and the media.

ADULT PROBATION AND PAROLE

Presentence Investigation The mission of Presentence Investigation Services is to provide a complete background report on offenders referred to the Department of Corrections. The Utah Criminal Code provides the authority for the Presentence Investigation and outlines standards. The PSI is the basic working document for assisting the courts in determining appropriate sentences through timely, relevant, objective, and accurate data; aiding the probation/parole officer in treatment efforts; assisting institutions in classification and treatment; furnishing the Board of Pardons with pertinent information for parole hearings; and serving as a source of information for research.

The following objectives are sought in accomplishing the stated mission:

1. to offer all objective information which is available on the offender;

2. to describe the character and personality of the offender;

3. to offer insight into the offender's problems, needs, and receptiveness to treatment;

4. to reveal the influences of the offender's environment;

5. to outline the offender's relationship with other people;

6.to assess the offender's and the community's needs; and

7. to offer alternatives for sentencing.

During FY 87, 2622 District Court presentences, 3689 Circuit Court presentences, and 130 post-sentences were completed by investigation units across the State.

Specialization is now occurring in presentence units throughout the State. Agents specialize in writing reports for certain crime types such as drug abuse and sales, spouse abuse, and child physical and sexual abuse. A great deal of emphasis is placed on specialized presentence investigations for sexual abuse cases (both adult and juvenile), thus providing more accurate and informative reports.

During the past year, the Presentence Investigation Task Force developed a new policy format for District and Circuit Court PSIs. In addition, a Presentence Investigation Training Manual has been prepared and is now being used by staff.

Diagnostic Program The Courts, in approximately 15% of cases, request diagnostic evaluations for offenders upon completion of the Presentence Investigation. The offender is placed in the custody of the Department of Corrections for a period not to exceed 90 days; however, the Court has the option of extending the evaluation period an additional 90 days, if necessary.

All Diagnostic residents are convicted felons who currently are housed at the Utah State Prison or in the Young Adult Correctional Facility. A small number of offenders are housed at Community Correctional Centers or in the community.

The purpose of the Diagnostic Evaluation is to identify the offender's criminal history, social background, capabilities, mental and physical health, and treatment resources.

Diagnostic services provide a number of activities which assist the offender and the assessment process. These include therapy groups for sex offenders and substance abusers, educational and vocational testing, recreational programs, community service projects, and work assignments. Psychological and medical assessments are completed as part of the diagnostic evaluation process.

The Diagnostic Evaluation Report, with a sentencing recommendation, is submitted to the Court prior to sentencing and copies are made available to the prosecutor and the defense attorney.

A Diagnostic Task Force is presently in the process of reviewing the format of the Diagnostic Report, the Diagnostic process, and the criteria for staff employment. Next year, a time study will be completed to determine the amount of time necessary to complete a report.

Supervision Offenders are considered to be under the supervision of the Division of Field Operations when ordered by the Courts to serve a term of probation or are placed on parole by the Board of Pardons after serving a prison sentence. Supervision includes monitoring the offender's performance through field and office visits, preparation of performance reports for the Courts and the Board of Pardons, assuring the payment of fines and restitution, and assuring payments to the victim reparation fund.

A probation or parole agreement is signed by offenders outlining the guidelines by which they must abide. Many of the conditions are required of every offender, while others are special conditions unique to a particular individual.

All offenders do not require the same level of supervision. To assist in determining the appropriate level, a classification system was developed. Assessment of an offender is based on risk, stability and need. The total score produces a rating which places an offender at a classification level of either maximum, medium, or minimum.

Standards of supervision correspond to the various classification levels, identifying the minimum amount of supervision required at each. For example, a parolee at a maximum rating would receive more supervision than would a misdemeanant probationer at a medium rating. Through the use of the Classification

System, Field Operations is now able to give workload credit to each agent. Within the next few years, allocation of staff will be determined through this method. (See Classification Section)

Field Operations utilizes specialization in the supervision of offenders. This specialization provides offenders with special needs the opportunity of being supervised by an agent with expertise in their particular area. Presently, Field Operations has specialized caseloads for the sex offender, the mentally ill offender, the high restitution offender, the Interstate Compact offender, the minimum and high risk offender, and the drug offender. Specialization has proven highly successful.

On July 1, 1987, Field Operations had 7,337 offenders under supervision with 90 probation/parole agents to supervise them. The average caseload for regular supervision is approximately 103. However, caseload sizes vary according to the degree of supervision. An ISP supervision agent may monitor only15 offenders while a circuit court agent may supervise 250.

Intensive Supervision Intensive Supervision is designed to significantly increase the amount and quality of contacts with offenders who are under probation or parole supervision. The goal of Intensive Supervision is to provide enough structured supervision to intervene in negative behavior at an early stage, thus preventing new criminal behavior and encouraging behavior which will promote a law abiding lifestyle.

Participants in I.S.P. are required to abide by rigid conditions of supervision including curfews, abstinence from drugs and alcohol, mandatory employment, strict financial management, and travel restrictions. I.S.P. offenders are subject to multiple office and field contacts each month as well as constant scrutiny of treatment and employment. Presently, there are approximately 200 offenders participating in Intensive Supervision programs statewide.

Ongoing evaluation of the effectiveness of Intensive Supervision is in progress. As a result, the program has undergone dramatic changes during the past year in terms of supervision requirements and conditions by which each offender must abide. Through the classification process, larger numbers of offenders who warrant I.S.P. supervision are being identified.

Electronic Monitoring Field Operations uses electronic monitoring as an adjunct to intensive supervision to enforce curfew regulations and to increase surveillance of high risk offenders. Presently, the Electronic Monitoring program is operational only in Salt Lake City. This is an active system with continuous monitoring which operates 20 units. In the past, this program has utilized 3 different kinds of equipment: A necklace, a wristlet, and an ankle bracelet. Presently, only the ankle bracelet is used.

Because Field Operations now has over two years experience with electronic monitoring, it receives many requests for information. The National Institute of Justice funded an evaluation program directed by Dr. Christine Mitchell of the Research and Planning Bureau. The program tested the reliability of various forms of equipment on the market. It should be noted that the Division will be forced to reduce the number of offenders who participate in the program due to budget cuts.

Classification In order to better protect the public and to provide services, the Division classifies all offenders under its supervisicn. The assessment of each offender is completed before the presentence investigation report is submitted to the court. The assessment determines the risk posed to the community as well as the offender's needs. Based on the assessment, offenders are then classified as minimum,

medium, or maximum, and supervised according to the standards for each level.

Additional standards are set for specialized groups such as sex offenders. This classification system allows the Division to effectively allocate its resources for those offenders who must be closely monitored while providing assistance to those who might benefit.

Field Operation's Classification Committee has been successful in modifying and improving the classification system to meet the needs of staff, offenders, and the public. The National Institute of Corrections funded three technical assistance sessions last year for these efforts.

The Classification Committee also completed a new offender Discharge and Reassessment Document with written definitions. Each AP&P staff member was trained in the use of this document.

The most dramatic impact of the classification system has been in the development of a workload formula. As a result of the information obtained from a time study completed last year, Standards of Supervision were revised to address the supervision needs of various types of offenders. It was then determined how much time a staff member had in a given month to supervise offenders or to complete presentence reports. Workload credit is now given to each staff member on a monthly basis according to this workload formula. It is still in the initial stage. However, within the next year, it should be refined to such a degree that it can be utilized to assist in staff deployment, as a management tool, and to help staff members in determining how to use their time most efficiently.

A good deal of training continues to be offered to all staff members from line staff level to the administrative level. To date, staff members have been trained on the assessment document, movement codes, a monthly printout, and standards of supervision. This training will continue on a regular basis in order to assure that information entering the OBSCIS system is accurate and timely.

New categories for offenders were developed during the past year, and each staff member received training. Upon sentencing, each offender is assigned to one of the following categories: Fugitive, Compact, Incarcerated, Early Release, Intensive Supervision, Sex Offender, or Regular Supervision. For each category, unique standards of supervision have been developed. In addition, these standards are used to calculate the amount of time an agent must spend with each client for purposes of awarding workload credit.

The administration of Field Operations has made classification a high priority. Major efforts will be directed toward developing a system that, through accurate data entry, provides a thorough description of the offender's movement in the correctional system and the various actions taken by agents.

PROGRAMS

Early Release Program The purpose of the Early Release Program is to alleviate the overcrowded conditions at the Utah State Prison while continuing to provide protection to the community. Inmates must meet strict screening criteria and must be approved for Early Release by the Board of Pardons.

Offenders must meet the standards for classification as minimum risk. Those excluded are those whose offense(s) are defined as aggravated or violent (according to definitions developed by the Statewide Association of Prosecutors) and/or those who are habitual criminals (as defined in Utah Code Annotated 76-8-1001). In addition, the offender must be classified Level 5 or above under the Prison Classification system, must be within nine months of parole, must have a place of residence in Salt Lake Davis, Utah or Weber Countyes, and must have employment or good prospects for employment.

Parole caseloads for Early Release are limited to no more than 20 offenders per agent and the offender is maintained under Early Release supervision for a maximum of nine months.

Intern/Volunteer Program Field Operations, offenders, and communities have benefitted greatly from interns and volunteers who have committed hundreds of hours assisting offenders this year. Interns are usually college or university students working on degrees in Criminal Justice or related fields. For some of these students, their internship is a beginning of an eventual career in Corrections. Community volunteers are individuals who may be retired, who have an interest in working with offenders, or who want to serve the community.

Interns and volunteers receive an orientation class, in-service training, and daily supervision from Correctional staff. After they are sworn in as volunteers, they perform many duties with Correction's less serious offenders and save the agency thousands of dollars in salaries.

Private Providers (Contract Services) The individual needs of offenders are so diverse that any attempt to deal with all of them within the state structure would be economically impossible. Field Operations began using the private sector to provide services to offenders in 1981 when, in an effort to relieve Prison overcrowding, an appropriation by the Legislature was given to the Department. Private providers currently provide services to offenders who are substance abusers, mentally retarded, mentally disturbed, or sexually deviant. In addition, there is a short-term program providing emergency subsistance to offenders who have no support or a place to live but who do not need a highly structured program. This program is less costly than housing the offender in a State operated Community Correctional Center.

Field Operations has 15 contracts to provide services, both residential and outpatient to offenders:

Project Turn A 13-bed residential program for mentally retarded offenders. The program is co-correctional using both a group home and supervised apartments as well as structured employment and training.

Indian Alcoholism Counseling & Recovery House Program A 6-bed residential program for high risk substance abusers. The program is co-correctional and available to all races.

Salvation Army A 5-bed residential program for male alcoholic offenders.

39th Street Association An out patient program providing counseling and support services for mildly mentally retarded or developmentally disabled offenders housed at the Fremont Community Correctional Center.

Center for Family Development An out patient program providing counseling and support services for incest offenders housed at the Fremont Community Correctional Center.

Salt Lake Valley Mental Health An out patient program providing psychotherapy and cognitive restructuring for offenders. The group sessions are held at the Bonneville, Orange Street, and Women's CCC's. Non-resident offenders may be referred by their supervising officer for inclusion in a group.

Carlton Hotel An emergency subsistance program providing basic room and board for indigent offenders in the Salt Lake area for periods of one day to a maximum of three weeks.

Timpanogas Mental Health An 8-bed residential program providing intensive psychological intervention for mentally ill offenders.

Davis County Mental Health and Alcohol Program A 4-bed co-correctional residential program for substance abusers.

Weber Alcohol and Drug A 6-bed residential program for male substance abusers.

Weber Alcohol and Drug An out patient program providing substance abuse counseling for residents of the Parkview and Ogden CCC's.

Weber County Mental Health A 6-bed residential program for male offenders experiencing a broad range of personality and behavior problems.

Weber County Mental Health An out patient program providing counseling for sex offenders housed at the Ogden CCC.

Weber Basin Job Corp A 4-bed residential program providing job training for unskilled offenders.

Intermountain Sex Abuse Treatment An out patient program providing counseling and support services to offenders convicted of sex offenses in the Logan area.

Community Service The Community Service program offers a sentencing option to the courts in lieu of jail and fines. This is especially important when one considers the overcrowded conditions found in many jails in Utah. It also provides the offender a means of working off fines when payment would result in additional financial hardship.

Community Service not only provides a sentencing option for the courts, but also provides a source of unskilled, semi-skilled, and skilled labor that federal, state, and local governments, and non-profit organizations can utilize. With limited funds and dwindling revenues, governmental agencies are finding Community Service a useful source of labor. Thousands of tax dollars are saved each year and many government projects are completed with labor provided by Community Service referrals. There are currently four regions in Field Operations which have Community Service programs.

During FY 87, 3312 people were ordered to complete 204,550 hours of community service; 1999 people actually completed 129,304 hours with a success ratio of 60 percent. At an estimated value of $4.00 per hour, this resulted in a savings of $517,216.

During the past year, members of the Community Service program attended a National Community Service Symposium held in San Francisco. Problems were discussed and solutions suggested for similar community service problems nationwide. Also, members who attended the symposium were able to see the national scope of community service. Community Service is becoming as popular nationwide as it is in Utah.

Restitution The Division of Field Operations places a high priority on assisting victims in obtaining reparation from offenders. This is accomplished through a number of means including the creation of specialized caseloads of offenders who owe large amounts of restitution and the continued supervision of some cases beyond the normal term of probation in order to collect restitution.

During FY 87, $1,189,947.89 was collected from offenders under supervision. The regional breakdown is:

Region I	**$87,104.39**
Region II	**187,934.45**
Region II-D	**102,276.16**
Region III	**571,089.87**
Region IV	**190,106.20**
Region V	**27,437.62**
Region VI	**24,000.00**
TOTAL	**$1,189,947.89**

These funds were forwarded to the identified victims to help compensate for their losses as a result of criminal activities.

Restitution bookkeeping is being converted from a manual system to an automated system. The initial development of the computer program has now been completed and field testing is being conducted before implementation.

Victim Services The Division of Field Operations continues to place emphasis on assisting victims not only in obtaining reparation from offenders, but also in providing referrals for victim services throughout the State. Personnel from the Division helped develop the Victim's Bill of Rights which was eventually passed into law by the Legislature. The Division also helped write legislation for victim reparation.

Presently, Myron K. March, Director of Field Operations is on the National Commission on Victim Rights and the State's Victim Rights Council and Roger Dannels, Assistant Regional Administrator for Region III, is co-chair of the Salt Lake Victim Services Coordinating Council.

The Victim Impact Statement portion of the Presentence Investigation Report was refined and emphasized in the training manual for Presentence Investigators. Victim Rights activities continue to be a high priority for staff who participate in victim rights workshops and in coordinating efforts of various victim agencies throughout the State.

Sex Offender Program The large number of sex offenders continues to be one of the most pressing problems facing Corrections. The challenge for treatment programs will be to continue to produce results in the face of large numbers and to deal with the growing number of offenders who do not want treatment.

Limited expansion of bedspace is possible with existing staff. However, state-of-the-art, computer-assisted sexual behavior labs are now in operation at all three of the programs which deal with the non-incestuous sex offender. More staff will be trained to operate this equipment to help upgrade the efficiency of treatment. More creative special probation and parole conditions will be negotiated to help maximize Corrections leverage on the offender and to help minimize administrative time.

A condensed treatment track is required of offenders who are released from the Prison to a Community Correctional Center with insufficient time to complete a full treatment program or with no special conditions of parole. Such offenders will be placed on Intensive Parole Supervision at the time of his release from the Center with the recommendation that they complete treatment with a private provider.

Minimum standards for the selection of a private provider are under development. These standards should help the supervising agent provide guidance to the offender as well as establishing minimum reporting requirements for the provider.

The Division of Field Operations also utilizes the services of the Northern Utah Sex Abuse Treatment Center (NUSAT) and the Intermountain Sex Abuse Treatment Center (ISAT).

In an attempt to deal with the rapidly expanding number of sex offenders, the treatment program at the Bonneville Community Correctional Center has been expanded from 30 to 40 beds and a new 12-bed program has begun at the Ogden Community Correctional Center. Plans already exist to expand the Ogden program to 20 beds. In addition, a new assessment program for sex offenders has begun at the Diagnostic Center. This assessment program will provide improved risk measures and more comprehensive recommendations for placement.

The Fremont Center, which has a 30-bed program for the incest offender, and the Bonneville Center have now been in operation for four and three years, respectively. At this time, no resident of either program has been arrested for a new sex offense.

COMMUNITY CORRECTIONAL CENTERS

Supervision, housing, and special services are provided in Community Correctional Centers. These Centers operate 24 hours a day and include programs for inmates, probationers, and parolees. Six Centers are currently in operation in Utah -- four in Salt Lake County and two in Weber County. Each Center offers unique programs to assist offenders who are under the supervision of the Division of Field Operations.

Bonneville Community Correctional Center Bonneville Community Correctional Center is a 60-bed facility serving male inmates, probationers, and parolees. The Center opened in July, 1980 and has programs dedicated to facilitating the re-entry of offenders into society. All residents of the Center, except those undergoing orientation or evaluation, are required to maintain full-time employment or attend an approved training program. The Center's staff are involved in monitoring the activities of residents at the Center and those on leave for approved activities.

Two Sex Offender Treatment tracks are available at the Bonneville Community Correctional Center. The Bonneville Sex Offender Program has been in operation since 1984 and provides services to the State and community by giving treatment to inmates, probationers, and parolees

The Sex Offender Treatment Program is an intensive approach to changing the behaviors and risk level of sex offenders. The programming includes enrichment activities such as stress management. Bonneville also contracts with Salt Lake Mental Health for life skill courses held weekly on center and provides plethysmograph diagnostic services to Fremont CCC.

Bonneville just completed interior remodeling to enhance security. In addition, exterior landscaping included the planting of fruit trees and a vegetable garden. The maintenance of the garden is performed by the Center's residents.

As an additional follow-up, Residential Parole Officers supervise offenders who are paroled from the facility. This follow-up allows a close association between the Center's requirements and those of parole supervision. Residents become acquainted with their parole officer prior to leaving the Center.

Orange Street Community Correctional Center The Orange Street Community Correctional Center opened in January, 1986. This center replaced the Lakehills Community Correctional Center which operated from 1970 until 1985; the facility serves inmates, parolees, and probationers. The facility is designed to accommodate 60 residents. One double room is designed for handicapped residents.

Orange Street provides three meals a day through its dining facilities and residents are expected to pay $180 per month in service fees to defray costs. In addition, each resident is expected to have $150 upon admission. A limited loan program is available to assist those residents who need initial financial assistance.

The Orange Street Community Correctional Center stresses full time employment and/or training as a condition of residency. Counselors are located at the facility to assist the residents in finding legitimate employment.

The Orange Street facility has an on-site alcohol counseling program. Substance abuse counseling is also offered through the Prison and by Center staff. Local resources such as Westside Mental Health, Drug Referral, Vocation Rehabilitation, and the Veteran's Administration are utilized for resident assessment and out-patient counseling.

Orange Street also has two Residential Officers (a Parole Officer, and a Probation Officer) assigned to coordinate activities with the Board of Pardons and the Courts and to supervise offenders upon release.

Womens Community Correctional Center

The Womens Community Correctional Center is a residential program for female offenders under the supervision of the Department on inmate, probation, parole or 90-day Diagnostic status. It has been in existence for 11 years and has served over 650 female residents since 1976. The facility is located at the YWCA in Salt Lake City and has bed space for 20 residents.

The primary functions of the Women's Center are to provide protection to the community, an alternative to incarceration, identification and control of the offender's inappropriate behavior, and programming to assist residents in the transition into the community from incarceration.

This is accomplished through levels in the program which describe a resident's status at the Center. All residents enter the Center on Level I and advance to Level III prior to completion
The time between levels is based on an individual's performance and depends upon fulfillment of contract agreements and treatment plan objectives.
Center residents are required to maintain stable employment and to keep current in payment of Center service fees and other financial obligations. Every resident has a formal counseling session with her Center counselor at least once a week. Treatment plan objectives are reviewed and revised if necessary.

The Women's Center focuses heavily on professional therapy for all residents. Outside agencies are called upon to assist with therapy requirements.

All residents are expected to participate in the program activities offered by the Center. These activities are designed to provide the residents with fun, healthy, and interesting experiences many have never before enjoyed. There are two programs areas: Personal Development and Enrichment. The Enrichment Program offers activities such as movies, symphony, theater, recreational activities, and community service.

Fremont Community Correctional Center

Fremont Community Correctional Center is a 60-bed facility serving male probationers. This Center offers specialized treatment programs of Incest Offenders (IO) and offenders needing coping assistance or Environmental Structure (ES). Incestuous offenders are individuals who have been convicted of sexual offenses against children in their immediate and extended families. The ES residents are non-violent offenders with social and intellectual deficiencies.

Treatment programs for both populations consist of group psychotherapy, individual counseling, and skills training conducted by Center staff and private providers. The ES program emphasizes full-time

employment, therapy, increasing proficiency levels in mathematics and reading, job-seeking skills classes, and the payment of fines and restitution.

The Incest Offender Program works together with Parents United and the Center for Family Development. In addition to group and individual therapy, classes are offered in stress and anger management, human sexuality, and parenting skills.

The IO program emphasizes full-time employment, therapy, skills, development courses in stress and anger management, parenting, human sexuality, marital relations, and the payment of fines and restitution.

The Fremont program has experienced a great deal of success since opening its doors. Much of this has been accomplished through an effective relationship with private treatment providers, the Courts, and Adult Probation. Through these relationships, a balance has been achieved to provide community protection and offender treatment.

Parkview Community Correctional Center

Parkview is a co-correctional facility with the capacity to serve 31 offenders. Residents are female inmates, male and female probationers, parolees, and offenders undergoing diagnostic evaluation. On a limited basis, Parkview also accepts referrals from the Federal Bureau of Prisons.

Parkview emphasizes self-sufficiency and personal growth. It offers drug and alcohol therapy, mental health therapy, GED preparation, job development, recreation, drug testing, community service, and complete kitchen operations training. These programs are conducted by center staff, field experience students and contract service providers.

Offenders in Parkview are expected to maintain full-time employment and/or attend school. Individualized programs are developed for each offender including eight weeks of specialized group work to meet his or her needs.

Ogden Community Correctional Center
The Ogden Community Correctional Center is a 40-bed facility serving male prison inmates, parolees, and probationers. Twelve of those beds have been allocated for sex offenders. Individualized programs stressing self-sufficiency, independence, and accountability are established with each resident. All offenders are required to work or attend school. Treatment teams consisting of at least three counselors monitor the resident's progress and are involved in all aspects of his rehabilitation.

Instructional sessions are held in drug and alcohol education, decision-making, assertiveness training, overcoming self-defeating behaviors, ethics, and sexuality. The special programs are frequently supplemented by the use of community resources and private providers.

LEGISLATION AFFECTING FIELD OPERATIONS

House Bill 167 - Misdemeanor Probation Amendments This bill excluded those convicted of Class C misdemeanors and infractions from probation supervision and gave Corrections the option, based upon available resources, to supervise those convicted of Class B Misdemeanors. Corrections was authorized to establish standards for supervision and presentence investigation. These standards are based on the type of offense, the demand of services, the availability of agency resources, and other criteria established by the Department.

The bill further indicated that upon completion of probation without violation, the probation period shall be terminated. At any time prior to the termination of probation, the Court may extend probation if fines or restitution or both are owing.

The presentence investigation was made confidential and only available for the purpose of sentencing and other use by the Department of Corrections.

Probationers may now be required to participate in community service restitution programs and pay for the costs of investigations, probation, and treatment services.

House Bill 174 - Corrections Department Amendments This bill provided major changes to UCA 63-13 to accommodate changing philosophy and operation in Corrections as well as to protect the Department from legal action. The concept of "rehabilitation" was abandoned in favor of the concept of "treatment." The responsibility to provide jobs and services based on "available funds" was added. Corrections was authorized to require inmates under the custody of the Department to place income from employment in an account administered by the Department.

The Division of Field Operations assumed the responsibility for holding pre-revocation hearings for probationers and parolees. Coupled with this, when a Court finds probable cause based on the same charges as the probation or parole violation, the bill provided that a pre-revocation hearing is not required.

Senate Bill 14 - Information Registration of Sex Offenders This bill moved responsibility for maintaining the registry of sex offenders within the State to the Department of Corrections. Law enforcement agencies and the Courts have the responsibility to notify Corrections of actions related to sex offenders. Corrections has the responsibility to make the registry available to law enforcement and the Courts statewide. Field Operations will coordinate this effort.

ACCOMPLISHMENTS

Presentence Task Force During the past year, the Presentence Investigation Task Force developed a Presentence Investigation Report Manual to be used as the basic training, reference, and format

guide for the Presentence Investigation. It not only gives a detailed description of the methods of completing a thorough Presentence Investigation Report, but it also details formats, a history of Presentence Investigations in the United States, current legislation in the State of Utah regarding Presentence Investigations, the place of the PSI in the overall judicial system, and current legal precedents,

Private Provider Evaluation Private providers are evaluated annually on two levels. One is program effectiveness utilizing statistical data on offender performance. The other is compliance with standards set by the Department. These standards address health, life safety, and security for residential programs as well as record keeping, general program content, and confidentiality. Based on legal questions dealing with the issue of program certification, the Department no longer certifies a program but simply reviews it for compliance with the standards. Decisions on contract renewal or termination are based, in part, on that review.

Intensive Supervision Program A reduction in crime has been realized through early detection and apprehension of offenders. I.S.P. agents have participated with other law enforcement officials resulting in discovery of substantial stolen property and illicit drugs. Great success has been achieved in the apprehension of fugitives through the development of a better intelligence network. The I.S.P. unit makes an excellent contribution to law enforcement efforts of gathering and maintaining intelligence information on criminals. This is accomplished, in part, through regular law enforcement meetings and crime conferences.

Policies and Procedures The development of Policies and Procedures for the Division of Field Operations have been a high priority during the past year. Two committees have been working on them, one developing the policies and procedures for Community Correctional Centers and the other for Adult Probation and Parole. This has been a difficult task which should be completed next year. The development of policies and procedures has increased staff accountability and has served to increase professionalism.

Security Equipment During the past year, Field Operations has concentrated on upgrading its security equipment. Each office has been provided with restraining equipment and officers are provided with the necessary equipment for their protection as they supervise offenders in the community.

All state automobiles now have radio equipment, allowing staff members to communicate with law enforcement agencies and the regional offices and centers. In addition, hand-held radios are provided for communications when staff members are out of their automobiles. Some of the automobiles have been equipped with screens for transporting offenders.

The Division of Field Operations gives security a high priority and will continue to assess equipment and training needs to assure adequate community and staff protection.

Classification Field Operations completed the new Discharge and Reassessment Document, a time study, revised Standards of Supervision, developed new offender categories, and a workload formula. In addition, ongoing training has been provided to all staff.

GOALS

Sex Offender Program Program staff have several goals for the coming year: To continue contracting with private providers for sex offender evaluations for Presentence Investigation Reports; to offer outpatient counseling in outlying areas which do not have access to a Corrections Sex Offender Program; to complete the implementation of the Sex Offender Treatment Program and computer assisted therapy system at the Ogden Community Correctional Center; and to expand the number of residential beds and intensive treatment resources.

Probation/Parole Treatment Costs Our goal is to continue to collect, from offenders and private provider insurance, payment for treatment received while under supervision.

Community Correctional Centers During the coming year, we will begin the process of building a new community correctional center in Ogden, combining the two existing centers into one. Community correction centers will be staffed according to a new staffing formula. The need for a community correctional center in Utah County will be evaluated.

Restitution Program The computerized fine and restitution finance system for the state will be implemented.

ISP The ISP program, particularly in felony supervision cases, will continue to be expanded.

Outside Agency Relationships We will develop closer working relationships with treatment agencies as funds become more limited by continuing to be involved with coordinating councils and policy makers for therapy development.

Early Release During the coming year, we will expand the Prison Early Release Program for low risk inmates.

Classification Classification will continue to be a high priority with major efforts directed toward developing a system that will provide an accurate record of an offender's movement through the correctional system. Accurate and timely data entry will be necessary. The classification process will fully develop and implement the workload formula. In addition, we will utilize the workload data and the

workload formula in developing the most efficient use of agent time and the proper assignment of duties.

Diagnostic Task Force This group will reevaluate the Diagnostic process, the report format, and define the standards for supervision.

Mental Health Offenders We will attempt to expand the number of mental health residential beds and intensive treatment resources.

High Risk Offender Efforts will be made to reduce high risk offender caseloads in intensive supervision, parole, and felony units.

Delivery Of Offender Services Our goal in this area will be to increase the quality of delivery of services to offenders by more efficient operation, sound operational policies, avoiding duplication, and through optimum supervision of staff.

Field Offices The need for additional field offices will be evaluated in order to better provide services to the Courts, offenders, and the Criminal Justice System. The Provo office will be moved to the new State Regional Office building in Provo which is currently under construction.

Iron County/ Utah State Correctional Facility Our goal is to provide for a smooth transition in Region V with the opening of the Iron County Facility through proper training for new staff and through development of an ongoing evaluation process. We will also assess the need for a satellite diagnostic program.

ADULT CORRECTIONS STATISTICS
"SNAPSHOT" OF PROBATIONERS
ON 8/1/87

Veteran Status	Male		Female	
	#	%	#	%
Veteran	856	16.8	6	.6
Non-Veteran	3580	70.4	915	96.6
Active	19	.4	0	0.0
Reserve	127	2.5	0	0.0
Unknown	502	9.9	26	2.7
Last Grade Completed				
1-6	47	.9	8	.9
6-11	2006	40.0	404	44.2
12	1816	36.2	329	36.0
12+	730	14.5	114	12.5
Unknown	421	8.4	60	6.6
Citizenship				
U.S. Citizen	4561	87.3	916	94.7
U.S. Naturalized	21	.4	6	.6
Non U.S. Citizen	39	.7	2	.2
Unknown	605	11.6	44	4.5
Race				
White	4085	78.2	786	81.3
Hispanic	436	8.3	95	9.8
Black	185	3.5	40	4.1
Native American	116	2.2	30	3.1
Asian	39	.7	9	.9
Unknown	365	7.0	8	.8
Religion				
LDS	2026	39.8	378	40.0
Catholic	618	12.1	140	14.8
Protestant	507	10.0	117	12.4
None	937	18.4	172	18.2
Other	197	3.9	51	5.4
Unknown	803	15.8	87	9.2
Age				
17-19	179	3.4	25	2.6
20-24	1649	31.6	238	24.6
25-29	1241	23.8	270	27.9
30-34	890	17.0	195	20.1
35-39	533	10.2	111	11.5
40-44	299	5.7	80	8.3
45-49	183	3.5	32	3.3
50-54	97	1.9	12	1.2
55-59	64	1.2	4	.4
60-Over	89	1.7	1	.1

Marital Status				
Never Married	2179	41.7	264	27.3
Married	1323	25.3	300	31.0
Separated	273	5.2	110	11.4
Divorced	854	16.3	252	26.0
Common Law	104	2.0	8	.8
Widowed	23	.4	8	.8
Unknown	470	9.0	26	2.7
Dependents				
1	680	13.0	200	20.7
2	574	11.0	195	20.1
3	431	8.2	121	12.5
4	273	5.2	55	5.7
5	151	2.9	24	2.5
6	85	1.6	9	.9
7	34	.7	1	.1
8	16	.3	2	.2
9	12	.2	3	.3
Unknown	2970	56.8	358	37.0
Crime - Property				
Depriving an Owner	502	10.0	1	.1
Burglary	7	.1	27	2.8
Agg. Burglary	65	1.3	0	0.0
Vehicle Burglary	9	.2	1	.1
Criminal Trespassing	1	>.1	1	.1
Breaking/Entering	66	1.3	0	0.0
Theft By Deception	89	1.8	25	2.6
Theft By Receiving	41	.8	12	1.3
Petit Theft	71	1.4	30	3.1
Auto Theft	892	17.8	6	.6
Theft	21	.4	194	20.3
Receive Stolen Prop	10	.2	1	.1
Poss. Stolen Prop	14	.3	0	0.0
Destuct. of Prop	255	5.1	0	0.0
Forgery	4	.1	149	15.6
Poss. Forged Writing	5	.1	1	.1
Fraudulent Writing	184	3.7	2	.2
Issuing Bad Checks	22	.4	95	9.9
Fraud	9	.2	3	.3
Public Assist Fraud	40	.8	24	2.5
Credit Card Fraud	5	.1	23	2.4
Poss of Stolen Credit Card	17	.3	2	.2
Unemploy. Fraud	12	.2	4	.4
Deceptive Business	8	.2	0	0.0
Other Property	9	.2	0	0.0
Racketeering	1	>.1	1	.1
Gambling	1	>.1	0	0.0
Unlawful Dealings	1	>.1	0	0.0
False Credit Report	3	.1	2	.2
Reckless Burning	3	.1	0	0.0

Sex Related

Unlawful Sex Inter.	26	.5	2	.2
Rape	13	.3	0	0.0
Sodomy	5	.1	0	0.0
Forcible Sodomy	3	.1	0	0.0
Forced Sex Abuse	87	1.7	0	0.0
Agg. Sexual Abuse	3	.1	0	0.0
Sexual Abuse Child	203	4.1	2	.2
Other Sex	13	.3	1	.1
Lewdness	29	.6	0	0.0
Lewdness w/ Child	52	1.0	0	0.0
Molesting	4	.1	0	0.0
Incest	23	.5	0	0.0
Indecent Exposure	3	.1	0	0.0
Distributing Porn	4	.1	0	0.0
Rape of Child	2	.1	0	0.0
Sodomy of Child	11	.2	0	0.0

Violent/Personal

Contrib to Delinq.	7	.1	2	.2
Battery	13	.3	0	0.0
Assault and Battery	3	.1	0	0.0
Assault	58	1.2	4	.4
Assault on Police	24	.5	3	.3
Assault by Prisoner	9	.2	2	.2
Agg. Assault	150	3.0	11	1.2
Mayhem	1	>.1	0	0.0
Terrorist Threat	3	.1	0	0.0
Criminal Homicide	2	.1	1	.1
Harrasment	1	>.1	0	0.0
Murder 1	1	>.1	0	0.0
Manslaughter	4	.1	1	.1
Neg.Homicide	10	.2	2	.2
Auto Homicide	12	.2	1	.1
Kidnapping	4	.1	0	0.0
Agg Kidnapping	2	.1	0	0.0
Other Person Crime	6	.1	0	0.0
Robbery	68	1.4	3	.3
Agg Robbery	7	.1	0	0.0
Child Abuse	41	.8	10	1.0
Spouse Abuse	5	.1	2	.2
Witness Tampering	5	.1	1	.1
Arson	22	.4	3	.3
Agg. Arson	6	.1	2	.2
Unlawful Detention	1	>.1	0	0.0

Drug Related

Poss. Control Sub.	233	4.7	50	5.2
Cultivation of Drugs	24	.5	2	.2
Dist Drugs No Value	50	1.0	9	.9
Dist Drugs - Value	405	8.1	63	6.6
Manufacturing Drugs	12	.2	1	.1
Poss. of Drugs	71	1.4	16	1.7
Illegal Prescription	48	1.0	40	4.2
Other Drugs/Alcohol	73	1.5	15	1.6

Public Order

Soliciting Sex Hire	0	0.0	17	1.8
DUI	422	8.4	57	6.0
DUI w/ Accident	9	.2	0	0.0
DUI w/ Injury	10	.2	2	.2
Reckless Driving	44	.9	1	.1
Leaving Accident	9	.2	0	0.0
Driving on Revoke	106	2.1	7	.7
Driving on Suspend	34	.7	3	.3
Failure to Stop	35	.7	1	.1
Traffic	9	.2	1	.1
Wildlife Laws	11	.2	0	0.0
Telephone Harrass	5	.1	0	0.0
Bail Jumping	2	.1	0	0.0
Failure to Appear	2	.1	0	0.0
Resisting Arrest	3	.1	0	0.0
Evading	17	.3	1	.1
Escape From Cust.	3	.1	0	0.0
Weapons Violation	37	.7	2	.2
Disturbing the Peace	8	.2	1	.1
Ill. Poss. of Alcohol	13	.3	0	0.0
Sale of Alcohol	2	.1	0	0.0
Custodial Interference	3	.1	1	.1
Criminal Non Support	7	.1	0	0.0
Criminal Mischief	50	1.0	3	.3
Inter w/ Public Order	4	.1	1	.1
Obstuction of Justice	3	.1	1	.1
False Representation	4	.1	0	0.0
Ill. Sale of Alcohol	2	.1	0	0.0
False. of Records	7	.1	0	0.0
Public Serant Access	1	>.1	0	0.0
Illegal Use Explosives	1	>.1	0	0.0
Public Intox	8	.2	3	0.3
Sale of Child	0	0.0	1	.1

ADULT CORRECTIONS STATISTICS
"SNAPSHOT" OF PAROLEES
ON 8/1/87

Veteran Status	Male		Female	
	#	%	#	%
Veteran	229	21.4	2	2.6
Non-Veteran	781	72.9	73	94.
Active	0	0.0	0	8
Reserve	21	2.0	0	0.0
Unknown	41	3.8	2	0.0
Last Grade Completed				
1-6	55	4.9	1	1.3
6-11	473	42.1	23	30.3
12	438	39.0	39	51.3
12+	114	10.2	9	11.8
Unknown	43	3.8	4	5.3
Citizenship				
U.S. Citizen	1022	93.4	75	97.4
U.S. Naturalized	2	.2	0	0.0
Non U.S. Citizen	17	1.6	0	0.0
Unknown	53	4.8	2	2.6
Race				
White	807	73.8	56	72.7
Hispanic	146	13.3	6	7.8
Black	80	7.3	10	13.0
Native American	22	2.0	4	5.2
Asian	11	1.0	1	1.3
Unknown	28	2.6	0	0.0
Religion				
LDS	425	39.4	35	45.5
Catholic	225	20.9	17	22.1
Protestant	158	14.7	11	14.3
None	158	14.7	8	10.4
Other	63	5.8	4	5.2
Unknown	49	4.5	2	2.6
Age				
17-19	0	0.0	0	0.0
20-24	183	16.8	8	10.4
25-29	325	29.8	20	26.0
30-34	232	21.3	27	35.1
35-39	136	12.5	11	14.3
40-44	100	9.2	8	10.4
45-49	51	4.7	0	0.0
50-54	29	2.7	0	0.0
55-59	17	1.6	2	2.6
60-Over	16	1.5	1	1.3

Marital Status	Male		Female	
	#	%	#	%
Never Married	463	42.3	22	28.6
Married	269	24.6	20	26.0
Separated	55	5.0	8	10.4
Divorced	250	22.9	23	29.9
Common Law	14	1.3	1	1.3
Widowed	12	1.1	1	1.3
Unknown	31	2.8	2	2.6
Dependents				
1	174	15.9	15	19.5
2	174	15.9	15	19.5
3	106	9.7	10	13.0
4	49	4.5	4	5.2
5	33	3.0	4	5.2
6	12	1.1	2	2.6
7	2	.2	0	0.0
8	3	.3	0	0.0
9	4	.4	0	0.0
Unknown	537	49.1	27	35.1
Crime - Property				
Burglary	213	19.5	5	6.5
Agg. Burglary	8	.7	0	0.0
Vehicle Burglary	1	.1	2	2.6
Theft By Deception	26	2.4	1	1.3
Theft By Receiving	15	1.4	2	2.6
Auto Theft	27	2.5	1	1.3
Theft	183	16.8	12	15.6
Receive Stolen Prop	5	.5	0	0.0
Poss. Stolen Prop	2	.2	0	0.0
Destuct. of Prop	1	.1	0	0.0
Forgery	81	7.4	18	23.4
Poss. Forged Writing	1	.1	0	0.0
Issuing Bad Checks	18	1.6	5	6.5
Public Assist Fraud	1	.1	0	0.0
Credit Card Fraud	4	.4	4	5.2
Other Property	1	.1	0	0.0
Racketeering	1	.1	1	1.3
Drug Related				
Poss. Control Sub.	7	.6	3	3.9
Cultivation of Drugs	3	.3	0	0.0
Dist Drugs No Value	3	.3	0	0.0
Dist Drugs - Value	37	3.4	1	1.3
Manufacturing Drugs	1	.1	0	0.0
Poss. of Drugs	2	.2	0	0.0
Illegal Prescription	9	.8	3	3.9
Other Drugs/Alcohol	1	.1	1	1.3

Sex Related	Male		Female	
	#	%	#	%
Unlawful Sex	1	.1	0	0.0
Inter.	29	2.7	0	0.0
Rape	1	.1	0	0.0
Sodomy	13	1.2	0	0.0
Forcible Sodomy	29	2.7	0	0.0
Forced Sex Abuse	14	1.3	0	0.0
Agg. Sexual Abuse	15	1.4	0	0.0
Sexual Abuse	4	.4	1	1.3
Child	1	.1	0	0.0
Other Sex	2	.2	0	0.0
Lewdness	5	.5	0	0.0
Lewdness w/ Child	1	.1	0	0.0
Violent/Personal				
Battery	1	.1	0	0.0
Assault	1	.1	0	0.0
Assault by Prisoner	5	.5	1	1.3
Agg. Assault	26	2.4	2	2.6
Criminal Homicide	16	1.5	1	1.3
Murder 1	9	.8	1	1.3
Murder 2	17	1.6	0	0.0
Manslaughter	22	2.0	2	2.6
Neg.Homicide	1	.1	0	0.0
Auto Homicide	2	.2	1	1.3
Kidnapping	5	.5	0	0.0
Agg Kidnapping	10	.9	0	0.0
Other Person Crime	3	.3	0	0.0
Robbery	75	6.9	2	2.6
Agg Robbery	79	7.2	3	3.9
Child Abuse	2	.2	1	1.3
Witness Tampering	3	.3	0	0.0
Arson	3	.3	0	0.0
Agg. Arson	3	.3	0	0.0
Public Order				
DUI	5	.5	0	0.0
Leaving Accident	1	.1	0	0.0
Failure to Stop	3	.3	1	1.3
Evading	2	.2	0	0.0
Habitutal Criminal	2	.2	0	0.0
Escape From Cust.	13	1.2	1	1.3
Weapons Violation	12	1.1	1	1.3
Criminal Mischief	2	.2	0	0.0
Illegal Use Explosives	1	.1	0	0.0
Other	2	.2	0	0.0

MESSAGE FROM THE INSPECTOR GENERAL

During the past year, the Inspector General's Office has been heavily involved with the Department's Training Bureau in training supervisory and administrative personnel in the new concepts, policies, and procedures of legal aspects of the disciplinary process, new requirements from a recent U.S. Supreme Court decision on sexual harassment, job performance evaluations, and personnel law. We have continued our traditional activities relating to disciplinary hearings, audits, grievances, outcount and or jail reimbursement programs, investigations, policies and procedures, and rulemaking certification.

In addition to the above-stated activities, the Inspector General's Office recently assumed responsibility for involvement in the statutory modification process, the contracting process, and the functions of Special Assistant to the Attorney General.

DIVISION OF THE INSPECTOR GENERAL

The Inspector General's Division consists of the Bureau of Programs, Bureau of Legal Services, Bureau of Internal Investigations, and the Bureau of Management Audit Services.

The Bureau of Programs encompasses several activities. The Jail Reimbursement Program monitors and reimburses counties for the housing of Corrections' clients who have been convicted of a felony and are serving jail time as a condition of probation. The Outcount Program places inmates in various county jails and in other state and federal institutions for population control, protection, and for other administrative reasons. The Liaison Program coordinates activities with the Utah Sheriff's Association in matters of concern to both agencies. And the Constituent Services Program investigates grievances at the appellate level of the grievance system.

The Bureau of Legal Services provides in-house legal counsel for the Department. The Bureau of Internal Investigations is responsible for providing investigative services involving internal affairs and other administrative reviews. The Bureau of Management Audit Services conducts internal audits of departmental programs and functions to determine compliance with constitutional standards, statutory law, and policies and procedures.

MISSION

The primary mission of the Inspector General's Division is to provide support and assistance to all operating units of the Department of Corrections by ensuring that practices adhere to constitutional standards, statutory law, and the Department's own policies and procedures.

BUREAU OF MANAGEMENT AUDIT SERVICES

The primary function of the Bureau of Management Audit Services is to independently examine, evaluate, and appraise the activities of other units in the Department of Corrections. Audits are performed to determine if:

1) there is compliance with local ordinances, state laws, and Federal regulations;

2) there is economy and efficiency of program operation;

3) expected program results are being achieved;

4) appropriate internal controls are in place to safeguard the assets of the taxpayers of the State of Utah. Management Audit Services also provides technical assistance and training to other units within the Department of Corrections.

Office of the Inspector General

Lynn J. Lund
Inspector General

Hazen J. Locke
Correctional Administrator

Christian A. Benson
Correctional Administrator

ACCOMPLISHMENTS

Personnel Since October of 1986, the Bureau has been fully staffed. This allows the Bureau to conduct full scope audits when required. In 1986, personnel of the Bureau received the Medal of Merit award from the Department.

Training The Financial Auditor was sent to Washington, D.C. for training in "Assessing Financial Activities in Government." Ongoing training was received by the Bureau's auditors through the Office of the Legislative Auditor General and the Institute of Internal Auditors. In addition, Bureau staff trained 48 individuals as Audit Liaisons and another 46 individuals on Internal Controls.

Audits The Bureau has completed audits on the Bureau of Financial Services, Inmate Property, and the Firefighters Unit. Follow-up audits were completed on Region III Parole, Fremont Community Correctional Center, and the Young Adult Correctional Facility.

Special Reports Special reports were completed on a private provider contract and Peerless Laundry billings.

Technical Assistance Approximately 280 auditor days were provided to the Department Investigators in reviewing the Division of Institutional Operations and the Division of Correctional Industries financial records.

GOALS

Future Audits A three-year audit plan has been developed and approved by the Executive Director.

Follow-up Audits The Bureau plans to conduct follow-up audits to determine if recommendations from original audits have been implemented where required.

BUREAU OF INTERNAL INVESTIGATIONS

The Internal Investigations Bureau is responsible for providing investigative services for the Division of the Inspector General. These services include internal affairs investigations and other administrative reviews. The Bureau's primary function is administrative and is responsible for coordinating and representing the administrative interests in investigations involving Department personnel or property.

ACCOMPLISHMENTS

Administrative Investigations During the 86-87 year, the Bureau completed just under 100 internal administrative investigations. Of those, 40 percent were founded and resulted in disciplinary or other administrative action; 22 percent were unfounded and the employee/State was cleared of the allegations; and the other 20 percent were for background or other miscellaneous investigations. Many of the investigations were at the request of other divisions to assist them in their decisions and responsibilities.

GOALS

Consistent High Quality The primary goal of the Investigations Bureau is to provide detailed investigations which report the facts of an incident in a timely and professional manner.

BUREAU OF LEGAL SERVICES

The Bureau of Legal Services provides in-house legal counsel for the Department. It serves as liaison between the Department and the Utah State Attorney General. Recently, the Bureau has taken a more active role in assisting the Attorney General in federal and state court. The Bureau also participates in litigation before administrative tribunals and provides other legal services. In the past year the Bureau has expanded its duties to include the coordination of legislation which affects the Department. The Bureau continues to render timely legal advice to all components of the Department of Corrections.

ACCOMPLISHMENTS

At the request of the Executive Director, the Bureau was successful in bringing about the passage of three pieces of legislation. The most important of these significantly amended the entire chapter of the Utah Code that deals with Corrections. The other two pieces of legislation made critical changes in court-ordered probation and sex offender registration.

The Bureau played a major role in the formulation of the agreement between Iron County and the Department of Corrections for the management of the Iron County/Utah State Correctional Facility. The Bureau has given answers to hundreds of legal inquiries from both management and line staff who must comply with the often confusing legal requirements of running a Department of Corrections.

GOALS

Legal Services The Bureau has as its primary goal the continued provisions of legal services to the Department. The Bureau will also work to amend and refine several statutes which will allow the Department to accomplish its purpose and serve the public more efficiently.

BUREAU OF PROGRAMS

CONSTITUENT SERVICES UNIT The primary function of the Constituent Services (Ombudsman) Program is to review and investigate grievances at the appellate level of the grievance system. The Program serves as liaison between the public and the Department of Corrections in the resolution of complaints and/or requests for information. Another function is to attempt to resolve problems within the Department of Corrections using administrative means. The Ombudsman is not an advocate, but rather an impartial grievance handler.

OUTCOUNT UNIT The primary function of the Outcount Program is the supervision and coordination of inmate placements in county jails and federal institutions for population control, protection of inmates, and to meet other Departmental needs. This program also includes the placement of inmates in out-of-state penal institutions under terms of the Western Interstate Corrections Compact.

JAIL REIMBURSEMENT UNIT The primary function of this program is the reimbursement of counties for housing and medical expenses of offenders convicted of a felony and serving jail time as a condition of probation.

LIAISON UNIT The unit coordinates with the Utah Sheriffs' Association in matters relating to conditions of incarceration, training of corrections officers (county jailers), and development of policies, procedures, and legislation that affect jails and Corrections. In addition, this unit also assists the Sheriffs' Association in creating and testing jail procedures for compliance with legal and regulatory standards.

ACCOMPLISHMENTS

Grievances The Constituent Services Program handled and resolved 175 formal grievances during fiscal year '87. Many other complaints were brought to the attention of this unit and were resolved at lower administrative levels within the Department.

Training Training on resolving complaints and grievances has been provided to staff as well as jail personnel.

Outcount Program At present, the Department has contracts with 19 counties for housing up to 200 inmates. There are also four Utah inmates housed in federal institutions and 15-30 inmates in out-of-state institutions.

Jail Reimbursement During the past fiscal year, a total of $1,025,000 was reimbursed to counties for housing and medical costs of Corrections' clients (see Table 7).

Liaison Program/Jail Inspection During the past fiscal year, the Inspector General's Office assisted in the inspection of 26 jails in various counties throughout the state. In addition, 50 county jailers received training through the Department of Corrections.

GOALS

Grievance Resolution A goal for the new fiscal year will be to attempt to resolve all grievances within the administrative structure of the Department. This will be accomplished by increasing services to the public, correctional staff, and inmates.

Training Another goal is to provide more training, as requested, in the handling of grievances to departmental staff and jail personnel.

Outcount Program The primary goal of the Outcount Program is to coordinate and monitor the 100 or more inmates in county jails. A related goal is to continue placements of Utah inmates in federal institutions and in other states under terms of the Western Interstate Corrections Compact.

Jail Reimbursement Program funds appropriated for fiscal year 1988 totaled $600,000. The major goal of this program is to adequately monitor and control these funds as well as to process reimbursements to counties on a timely basis.

Liaison Program Goals for this program include the continued assistance to individual counties and the Utah Sheriffs Association in matters relating to both agencies.

Table 7
JAIL REIMBURSEMENT PROGRAM

COUNTY	FY 84 ALLOCATION	FY 85 ALLOCATION	FY 86 ALLOCATION	FY 87 ALLOCATION	FY 88 ALLOCATION
BEAVER	1,285	2,255	2,845	2,999	1,649
BOX ELDER	9,441	16,571	19,808	21,751	12,426
CACHE	16,826	29,533	36,268	39,640	22,586
CARBON	6,655	11,680	13,056	13,907	7,662
DAGGETT	230	404	418	416	233
DAVIS	42,687	74,925	92,065	101,625	58,298
DUCHESNE	3,679	6,457	8,146	8,736	4,764
EMERY	3,490	6,125	6,919	7,013	3,931
GARFIELD	1,041	1,828	2,204	2,407	1,349
GRAND	2,191	3,846	4,240	4,190	2,282
IRON	4,950	8,689	10,601	11,529	6,496
JUAB	1,569	2,754	3,376	3,714	1,932
KANE	1,136	1,994	2,511	2,793	1,599
MILLARD	2,813	4,938	7,532	8,439	4,531
MORGAN	1,407	2,469	2,957	3,239	1,832
PIUTE	379	665	837	921	516
RICH	649	1,140	1,199	1,248	683
SALT LAKE	177,186	310,999	376,630	410,068	232,527
SAN JUAN	3,436	6,030	7,030	7,429	4,231
SANPETE	4,436	7,787	9,374	10,044	5,497
SEVIER	4,220	7,407	8,872	9,628	5,264
SUMMIT	3,084	5,413	6,695	7,369	4,231
TOOELE	7,250	12,725	15,679	16,819	9,361
UINTAH	6,492	11,395	13,503	14,263	7,662
UTAH	63,706	111,817	136,702	149,169	84,283
WASATCH	2,353	4,131	5,133	5,468	3,148
WASHINGTON	8,007	14,054	18,022	21,216	13,026
WAYNE	555	973	1,172	1,248	700
WEBER	40,847	71,696	86,206	92,712	52,302
	422,000	740,700	900,000	980,000	555,000
*MEDICAL	50,000	50,000	50,000	45,000	45,000
**TOTAL ALLOCATION	472,000	790,000	950,000	1,025,000	600,000

* Medical funds are disbursed to counties on an actual and necessary basis and are not included in initial housing allocation. Funds remaining at the end of the fiscal year are transferred to cover deficit housing expenditures.

** TOTAL ALLOCATION is the legislative appropriation for the Jail Reimbursement Program.

MESSAGE FROM THE DIRECTOR OF ADMINISTRATIVE SERVICES

During 1986, the Division experienced tremendous growth as well as undergoing a major reorganization designed to achieve greater effectiveness and efficiency in the utilization of very limited and valuable resources.

The past year has provided a period of stabilization for the Division. This more normalized work environment has provided an opportunity for the staff of the Division to settle into their respective assignments while also testing and evaluating the effects of the reorganizations.

The Department of Corrections continues to experience unprecedented growth in its offender populations, resulting in an increased demand for the services provided by Administrative Services. These increased demands for services, without benefit of corresponding increases in available resources, will continue to tax Administrative Services personnel. Fortunately, the staff of the Division is organized and prepared to meet these challenges in a professional and dedicated manner.

DIVISION OF ADMINISTRATIVE SERVICES

The 1986 reorganization resulted in the development of two functional units, identified as Bureaus, within the Division. One, the Bureau of Finance provides for fiscal and budgetary services for all components of the Department, while the second, the Bureau of Management Services, provides for personnel management; training; information management; planning, publications, and research; policy and procedure development; facility planning, design, and construction; and various technical assistance services Department wide.

MISSION

The mission of the Division of Administrative Services is to provide support services to the other components of the Department of Corrections. These support systems include personnel management; finance; training and staff development; planning, publications, and research; policy and procedure development and distribution; records and information management; facilities planning, design, and construction; and various technical services.

FINANCIAL SERVICES

The Bureau has the responsibility for budget development through the appropriation process and budget monitoring for the Department. The primary function of the Bureau is to assure proper budgetary control and accuracy within the various accounts. This is accomplished by reviewing the areas of policies and procedures, payroll, payments, and inventory in order to ensure that they are in compliance with applicable state and federal laws, rules, and regulations.

ACCOMPLISHMENTS

Departmental Growth As part of the appropriation process, the Bureau played a key role in the development of budgets to fund the new facility in Cedar City and for the new facilities at the Draper site.

Policies and Procedures The Bureaus section of the Departmental Policies and Procedures Manual has been updated and several new chapters have been added.

New Systems With the help of MIS staff, new data base systems have been developed and implemented with the purpose of making financial information more responsive to management needs. Many of the systems have several purposes, and all are designed with the intent of helping the Bureau meet its responsibilities with regard to budget development and monitoring.

Division of Administrative Services

Kenneth V. Shulsen
Director

Gary W. Sessions
Director of
Financial Services

Nick Morgan
Director of
Management Services

Shauna Benvegnu
Budget and
Accounting Officer

Greg Smith
Budget and
Accounting Officer

Kaye Hammond
Personnel Manager

Abdul Baksh
Director of Training

Christine Mitchell Ph.D
Director of
Planning and Research

Blair Evans
Facilities Coordinator

James Cropp
Correctional Administrator
Technical Services Dir.

GOALS

Payment Processing During the coming year, a primary goal will be to refine the payment process in order to increase the number of discounts taken for early payment and to decrease the length of time needed to make payments.

Career Development As a unit, we intend to take advantage of all the external training that workload and budget will permit. Internally, we will aggressively cross-train each other in order to develop greater skill levels for all staff.

Support Facilities A new training center was completed during the past year. This new building is one of the best training facilities in the country inasmuch as it has a self-contained firing range, sophisticated audio/visual capabilities, and extremely functional space. In addition, construction of a custody administration building, a central plant and steam distribution system, and a new central prison administration building will all be completed by July 1987.

TABLE 6
HISTORIC TRENDS FOR THE DIVISION OF CORRECTIONS

DIVISION	BUDGET FY'82	BUDGET FY'83	BUDGET FY'84	BUDGET FY'85	BUDGET FY'86	BUDGET FY'87	BUDGET FY'88
EXECUTIVE DIRECTOR	165,018	291,612	279,890	195,743	211,200	342,067	341,200
INSPECTOR GENERAL			417,349	447,715	532,900	590,257	1,267,000
SUPPORT SERVICES	350,618	337,055	916,386	1,508,874	1,681,600	2,417,810	2,114,700
FIELD OPERATIONS	9,302,437	11,148,328	12,084,418	14,265,884	16,792,500	18,210,179	17,760,300
BOARD OF PARDONS	238,100	330,300	497,557	462,031	529,800	573,000	654,200
SPECIAL PROGRAMS	59,667	49,805					307,100
PRISON	13,593,612	16,500,245	19,600,100	22,286,848	24,047,000	25,023,587	30,360,000
TOTAL	23,709,452	28,657,345	33,795,700	39,167,095	43,795,000	47,156,900	52,804,500
AMOUNT OF INCREASE		4,947,893	5,138,355	5,371,395	4,627,905	3,361,900	5,647,000
PERCENT INCREASE		20.87%	17.93%	15.89%	11.82%	7.68%	11.98%

FOR FY'88
BOARD OF PARDONS IS A SEPERATE LINE ITEM
JAIL REIMBURSEMENT $600.00
JAIL CONTRACT DOLLARS ARE ALL IN I.G.'S BUDGET
UCI $2,697,000

MANAGEMENT SERVICES

FACILITIES MANAGEMENT

The Facilities Section is responsible for the planning, programming, design, and construction of new facilities. This section also assists in seeking funding for new construction, renovation projects, and for repairs and improvements. This component also provides technical assistance in the areas of detention equipment, security electronics, and in developing fire and life safety codes.

ACCOMPLISHMENTS

Construction During the past year, the facilities staff have continued to work on the Phase One Project at the Draper site. Functional Unit One and Functional Unit Three housing units are near completion and have tentative occupancy dates of August and September 1987. As a result of a revised master plan and the use of selective double cell construction, the retention and renovation of facilities originally scheduled for demolition, and the expanded use of the Draper Prison site, an estimated savings of 30 million dollars in prison construction has been realized. These construction projects will expand capacity such that 2,250 secure prison beds are scheduled to be available by the fall of 1987 (an increase of 550 beds over the original Master Plan). The primary focus of all construction projects has been to increase the capacity of the Utah State Prison by 1,000 beds resulting in the second largest building project in the intermountain area.

Iron County/Utah State Correctional Facility The Iron County facility, a 48-bed secure facility, is in the final stages of construction and is scheduled to open in the fall of 1987.

Women's Correctional Facility The construction of a new 132-bed Women's Secure Facility is on schedule and should be available for occupancy during January,1988.

Women's Correctional Facility The construction of a new 132-bed Women's Secure Facility is on schedule and should be available for occupancy during January, 1988.

Prison Renovation Phase I Currently in the construction phase are a new garage and motor pool complex, a warehouse, a new emergency command center, and improvements to several existing facilities at the prison site.

GOALS

New Construction Projects Planned projects include the site selection, initial planning, program, and design phases for a regional 2,000 bed prison, a new community center in Ogden, the completion of Phases I, II, III, and IV of the facility Master Plan along with numerous other maintenance projects for both the Prison and Field Operations. Funding will be requested from the 1988 Legislature to continue Utah's Correctional Building Program. If funded, these projects, along with the opening of the facilities now under construction, will represent the largest building effort in Utah Corrections history.

PLANNING AND RESEARCH

The Planning and Research Bureau is responsible for gathering, managing, and disseminating information regarding the offender population under Department of Corrections supervision. In addition, staff of this component spend considerable effort in assisting with program development.

Major tasks include the development and publication of research reports, annual reports, comprehensive plans, and special documents, as well as the analysis of policies and legislation, program evaluations, statistical analyses, and interpretation of data. Through such activities, recommendations can be made for changes and improvements in existing programs and for the creation of new ones. In addition, considerable effort is spent in the tracking of legislation, assessing the cost and potential impact of proposed legislation, and assisting with budget, personnel, and other planning activities.

ACCOMPLISHMENTS

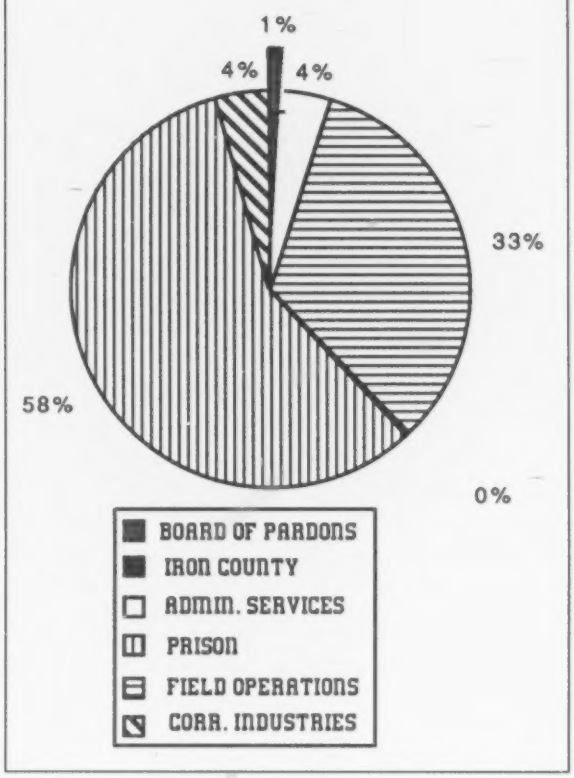
Research Reports During 1986, a number of research reports were completed by the Bureau. These included studies of recidivism, length of stay at the Utah State Prison, and analysis of sentencing guidelines. Other major studies included the Bureau of the Census report on prison admissions, releases, and paroles and the Annual Report for 1986.

Special Projects During the past year, staff of this Bureau have assisted with numerous projects in all areas of the Department. For example, a new inmate classification system was put in place at the Utah State Prison. Assistance has been given to the development of a new inmate education program and to the assessment of mental health needs of all offenders. Work has almost been completed for an Interim Classification system for newly arrived offenders. A workload analysis of Field Operations has been completed and an interdepartmental population projection task force has been convened. Other ongoing projects include participation in analysis of data processing needs and an analysis of the relationship between training scores and subsequent performance evaluation scores.

National Institute of Justice Grant The Department has received a research grant from the National Institute of Justice to evaluate the reliability of electronic surveillance equipment for use in monitoring offenders residing in the community. Data collection on this project started in 1986 and the study will be completed by the end of 1987.

FIGURE 10

PERSONNEL DISTRIBUTION



GOALS

During 1987, the Planning and Research Bureau will study prison overcrowding and participate in a statewide effort to project criminal justice populations accurately. Additional studies of the impact of legislation and populations, offender classification systems, intensive supervision programs, offender education and mental health needs, and employee stress are anticipated for the next year. Refinement and reorganization of the OBSCIS offender data-base will continue during 1987.

PERSONNEL BUREAU

The Personnel Section is responsible for the development and implementation of policies, practices, and procedures dealing with all phases of human resource administration. In addition to recruitment and selection of applicants and the processing and maintaining of personnel actions, this component is involved in a number of employee related services.

Several Federal and State law requirements have affected the Personnel Section this year. The Immigration and Naturalization Service (INS) recently required that all hiring authorities verify the citizenship of applicants by birth certificate, drivers license, and social security card. INS is requiring proof that applicants are, in fact, authorized to work in the United States. The Personnel Section, in the past, has required this proof for POST positions, but is now required to seek this information for all positions.

State legislation now requires that POST be notified every time a certified employee terminates or transfers. This requires careful tracking of all our employees within the system and notification to POST each time a certified employee moves either within or out of State Government.

ACCOMPLISHMENTS

Recruitment and Selection The Personnel Section processed over 6,000 applications for approximately 261 positions within the Department during the year. This included a major recruitment and selection effort to fill positions for the new facilities at the Institution. Improvements in written/physical agility exams, background investigations, pre-employment psychological evaluations, and oral interviews have resulted in more highly qualified applicants being selected for these positions.

Employee Classification The Decision Band Method of classification has been implemented in State Government, and Corrections and Law Enforcement positions were classified during Phase IV. This method of classification is based on the level of decisions made by incumbents. Once all positions are banded, graded, and subgraded an integrative committee of representatives from all agencies will review every position in State Government for proper classification. A salary survey will be completed by Arthur Young & Co. and implementation of pay ranges will be based on that survey. The survey is scheduled for October, with implementation of DBM by July 1, 1988.

Human Resource Management System An updated and computerized employee information was expanded for all employees within the Department. Information contained in the system reflects any changes in an employee's status such as pay increases, transfers, and promotions.

Centralization of Personnel Files The official records of all employees within Corrections have been centralized in the Personnel Bureau. A system was established under Archives policies and procedures whereby only those individuals with a legitimate "need to know" are allowed access to these files.

GOALS

Policies and Procedures A technical manual for Personnel will be developed in conjunction with the IG's Office and Policy and Procedure staff. Continual updating of Corrections Policies and Procedures will be made consistent with DPM Rules & Regulations, Fair Labor Standards Act, Equal Employment Opportunity laws, and Department directives.

Selection Procedures There will be continued updating and rewriting of testing instruments (including validation studies) to assist in the process of selecting applicants.

MANAGEMENT INFORMATION SERVICES

The Information Management section is responsible for the management of the Department's computer systems including the ordering, installation, and maintenance of the system as well as implementation of programming changes, training Department personnel in the use of computers, and supervising the Offender Based State Correctional Information System (OBSCIS) which provides the computerized data base for research as well as tracking offenders within the Department of Corrections.

ACCOMPLISHMENTS

Planning During the past year, a comprehensive Data Processing Plan was completed and approved. The DP plan is used to identify hardware needs and costs, the inventory of existing software, software needs, and costs for system development. Also, a Disaster Recovery Plan was completed. In the event of a disaster, this plan is to be used to prevent the loss of critical data, provide for alternative processing, and provide recovery of operations.

New Systems During the past year, this component developed and implemented new systems which include a Fines and Restitution Tracking System which is being installed at the Field Operations regional offices; an offender Checking/Accounting system for community correctional centers; a Budget Forecasting System for Finance; and a Purchase Order System for Finance.

OBSCIS The MIS section has expanded the OBSCIS system and implemented changes and revisions in the system that will make it easier for people to use and understand OBSCIS. Several new data entry screens were created for entering data including inmate classification information and offender disciplinary information. Also, several new reports were generated to assist the institution with the new inmate classification system. OBSCIS is continually being revised and refined in order to more effectively meet the needs of the Department.

New Equipment During the past year, MIS staff have upgraded and installed computer equipment throughout the Department including a VS85 computer at the State Prison, a VS6 computer at the Administration Office, and a VS6 at the training center. Also, a computer system has been purchased for the new Iron County Facility. Communication equipment has been updated to provide better communication with the main frame.

GOALS

Fines and Restitution During the coming year, we will finish installing this computer package in the remaining locations. In addition, staff will be trained in its use.

New Software Packages During the coming year, MIS will complete the development and implementation of a variety of software packages to assist departmental employees. A Budget Preparation package will enable the Finance Section to more efficiently prepare the annual budget. In addition, an inmate incident reporting package, an inmate property inventory package, and an inmate visitor package are currently in the development phase for the prison.

BUREAU OF POLICY AND PROCEDURE

The Policy and Procedure section is responsible for five separate functions: The preparation of the Department Policies and Procedures manuals, expungements of records, leases, data processing, and Corrections data base (OBSCIS).

The principle purpose of this section involves the creation, screening, and revision of policies and procedures for the Department. In addition, policies and procedures produced by other components are reviewed for compatibility with Department standards.

An offender, under certain circumstances, can petition the court for the expungement and sealing of criminal records. The staff of this section are responsible for conducting a search of the offender criminal history information throughout the Department and to seal the record consistent with the law.

This component is also involved in the review and processing of Departmental leases to provide for uniformity including keeping and interpreting the Department's lease policy, providing direction and information during the development of leases, maintaining all of the files related to leases, ensuring that all components of the lease are in place, and ensuring proper review of the lease prior to implementation.

ACCOMPLISHMENTS

Policies and Procedures Manuals During the past year, this section has published and distributed 181 chapters for the Department's employee manual as well as the manuals of the Administrative Services Division, the Division of the Inspector General, Field Operations, Institutional Operations, and Utah Correctional Industries.

Expungements During the year, over 650 expungements and sealings were processed.

Leases During the past year, a uniform lease system were created to ensure that all leases adhere to Departmental requirements.

GOALS

Policies and Procedures It is the goal of this section to complete all policy and procedure work for the various department manuals during the current year, recognizing that the need for ongoing revisions and additions will continue indefinitely.

TRAINING BUREAU

The Training Section is responsible for the development, delivery and evaluation of training throughout the Department of Corrections. The training is divided into four general categories:

Compliance Training This is mandated by law. It consists of three separate programs. The Preservice Academy is 420 hours long and is geared to provide basic training for all new employees who will function as correctional officers. The Conversion Academy equips correctional officers with the required knowledge and skills to function as peace officers with full powers in the Department of Corrections. The Inservice Academy provides employees with a minimum of 40 hours of specific, job-related training so that they can maintain their correctional officer/peace officer certification.

Management and Supervisory Development Program These courses are intended to provide managerial employees with the skills and knowledge required for more effective performance. Examples of courses are: Managing Employee Discipline, Time Management, and Performance Appraisal.

Employee Educational Assistance Program About 60 or 70 employees are assisted in furthering their education through participation in this program.

Performance Improvement Courses Courses in this program are designed to upgrade all aspects of the technical skills of employees in the Department. Courses in this category include such things as training in Classification Systems, computer technology, and secretarial training.

ACCOMPLISHMENTS

Preservice, Inservice, and Conversion Academies For the first time in the history of Corrections, we graduated Category I peace officers. Three sessions of the Conversion Academy were conducted in FY'87, and 70 employees participated. Four sessions of the Preservice Academy were conducted in FY'87 for 122 participants. This number included 20 jailers who were trained at no cost to their respective agencies. In addition, we provided over 11,000 hours of inservice training for Department staff. This included 4 clerical courses for all of the Department's clerical/secretarial staff.

Management Development Management training was geared to meet specific organizational needs. The "Management of Employee Discipline" course was delivered to 140 staff in supervisory and management positions. The "Performance Appraisal" course covered such things as staff appraisal principles, concepts, and techniques.

Employee Educational Assistance About 95 percent of the participants of this program are engaged in job-related degree programs such as Corrections and Law Enforcement, Social Work, Psychology, Sociology, Public Administration, and Accounting.

Performance Improvement Training Data processing, clerical/secretarial courses, trainers' course for field trainers, and other specialized courses/seminars were conducted in-house and by organizations such as POST, the U of U, NIC, ACA and other training providers for more than 200 employees during FY 87.

New Training Academy An outstanding achievement for DOC training in FY 87 was the completion of the STAFF TRAINING CENTER at 14591 South State Street, Draper, Utah. The training staff moved into the new facility in January 1987, and since then, the training effort has significantly improved. This center has proved to be a boon to the Departmental training effort.

GOALS

Management Development We have developed and will implement in FY 88; they include a series of courses and seminars for the various levels of managerial employees. This program will cover management styles, group dynamics, motivation, communication, performance appraisal, decision-making, personnel law, management of change, correctional management, time management, delegation, and other specialized technical courses.

Management Training Five courses will be conducted in FY 88; They include The legal and regulatory aspects of personnel management, time management, introduction to supervision, performance appraisal, and managerial styles. Generally, these courses will provide managerial employees with the knowledge and skills necessary for more effective management.

Preservice Academy The Preservice Academy is a general 200-hour core of courses which all new employees will complete, followed by specialized courses to meet the needs of individual groups such as correctional officers, probation and parole staff, community correctional center staff, and jail officers. It is estimated that seven academies will be conducted during FY 88.

Inservice Academy Inservice Academies will be conducted to meet the 40-hour minimum mandatory training requirement for all staff who exercise correctional and peace officer authority.

Conversion Academy This academy provides selected correctional officers with the required additional knowledge and skills to upgrade their status to peace officers. Three courses are planned for FY 88.

Specialized Courses and Seminars These courses cover special skills areas such as teaching/training skills, basic supervision for nonsupervisory staff, clerical courses, hostage negotiation, word processing, advanced criminal investigations.

Educational Assistance The educational assistance program will continue to emphasize job-related degrees as well as providing specialized educational experiences for selected staff of the Department.

COMMENDATION

Unprecedent offender population growth within the Department of Corrections, coupled with required budget cuts continue to increase the demands placed upon the staff of this division along with others throughout the Department. However, as a result of more definitive Department policies and procedures, more effective training programs and the experience provided during fiscal year 1987, the staff of Administrative Services are again prepared to face the challenges of 1988. For your loyalty and productivity during 1987, the Department of Corrections commends each of you.

Kenneth V. Shulsen Director

Pat Adams, Abdul Mohammed Baksh, Myra B. Bassett, Shauna M. Benvegnu, Joseph M. Borich, Inga Bowen Sheila Bowers, William S. Brinkerhoff, Vickie L. Brown, Catherine Burgess, Clifford C. Butter, Dawn M. Carlson, Lila M. Christensen, Susan E. Cottam, James W. Cropp, Sibyl Day, R. Blair Evans, Patricia Y. Everett, Jan Frisbee, Kevin R. Gray, Kathy M. Hamburg Miriam K. Haymond, Richard Hill, William F. Hoelscher, Karl A. Hopkins, Iqbal Hossain, Sheri L. Larsen Kuang-Po Lee, Barbara Longmore, Charlene L. Lopez, Dessie Manousakis, Darrel O. Meier, Christine Mitchell, Ph.D. Donald G. Morgan, Nicholas G. Morgan, Suzanne G. Padgett, Lisa Perkins, Roger T. Pray, Ed.D., Sally Proestakis Wayne Ryder, Gary W. Sessions, Billie Sherwood, Gregory Smith, Randall B. Stohel, Anita B. Webb Carol Winder, Cherise H. Young

MESSAGE FROM THE DIRECTOR OF UTAH CORRECTIONAL INDUSTRIES

As U.C.I. completes its second year as a Division, I am pleased to report that all of our major goals for the year have been accomplished. We continue to operate at no cost to the taxpayer while having recorded a modest profit for the two years that we have been a Division.

Our goal to further expand UCI while adding more inmate jobs and solidifying our financial base is well under way. Addition of the new Data Entry Center and expansion of Micrographics and Furniture Manufacturing are examples of our success in this area.

I am very proud of the accomplishments of our staff. In two years, they have saved the State at least one million dollars in out-of-pocket expenditures through elimination of losses and direct savings. Our Department of Health data entry contract, for example, has reduced their annual contract costs by $196,000 per year. These savings are the absolute minimum and do not include reduced staffing costs at the prison (since we supervise over 200 inmates on the day shift), payments by inmates for restitution, or the savings we achieve if an inmate learns appropriate work habits and does not return to prison.

We continue to strive to build a stable base of business that will allow us to employ increasing numbers of inmates in future years. The support of the Governor, Legislature, the Department of Corrections and the users of UCI products is sincerely appreciated.

DIVISION OF CORRECTIONAL INDUSTRIES

The 1985 Legislature passed the Correctional Industries Act (64-139 U.C.A. which created the Division of Correctional Industries and:

Established an enterprise fund for Correctional Industries;

Established a mandatory use law where public procurement units are required to purchase goods and services produced by Utah Correctional Industries if they are price and quality competitive;

Established a Correctional Industries Advisory Board required public hearings on all new projects involving sales of more than $100,000 per year and provided an exemption to the procurement code allowing UCI to purchase goods and material for resale in a timely manner.

Major features of UCI operations include: Providing a diverse range of products and services to State and other public sector agencies; Managing operations to ensure optimum inmate employment; Providing meaningful employment opportunities for the accumulation of funds for restitution, payment of fines, personal expenses, and family expenses;

Reducing institutional idleness and the adverse impact of overcrowding through productive job assignments under staff supervision; Enhancing inmate skills; Developing new products and services to increase customer acceptance and provide broader training and employment options for inmates without adversely impacting private-sector businesses located in Utah.

MISSION

The Mission of Utah Correctional Industries:

To provide work experience and training in an environment that stresses performance standards and rewards utilized by employers in the private sector;

To provide a variety of work programs that promote the work ethic and the intrinsic values and rewards of a productive work experience;

To employ the maximum number of offenders while maintaining realistic and productive work force levels in each operation;

To provide offenders the opportunity for employment and compensation to help meet financial obligations; and to be financially self-sufficient.

INDUSTRIAL/SERVICE OPERATIONS

The Industrial/Service Operations employ approximately 200 inmates in work experiences that emulate the private sector. These inmates are exposed to "real" production, quality, and business pressures. Those in Data Entry, for example, must key data at rates exceeding 10,000 key strokes per hour while maintaining an error level of less than .05%. Inmates are paid piece rate and must provide 24 hour turnaround on the majority of work.

Division of Correctional Industries

Winfield A. Tatham
Director

Lloyd Revlor
Director of Agriculture

Richard Clasby
Director of
Ind. Ser. Operations

Larry Gobble
Accountant

Jack Davidson
Industrial Engineer

Richard Tatham
Marketing Manager

Lynn Clayson
Production Manager

Gary Shapiro
Purchasing Agent

Production units include the Sign Shop, Print Shop, Furniture Plant, Micrographics, Road Crew and the new Data Entry Center. In addition to seven production units, the UCI Industrial/Service Operations provide the following services for the Division: Marketing, industrial engineering, safety, quality assurance, delivery, and warehousing.

ACCOMPLISHMENTS

Data Entry On January 1, 1987, UCI opened its new Data Entry Center. It currently employs 32 trained data entry operators and can easily expand to a 24 hour-a-day operation. Services include 100% key verification, microfilming tape output, hard copy programming, pickup and delivery, certified document destruction, and appropriate security controls. Our first major contract with the Department of Health is estimated to save the State over $150,000 per year.

Furniture In addition to our popular Ogden Series oak office furniture, we are introducing the new Provo Series which offers the rounded corner oak design that is very popular in today's furniture market. We have made design improvements in our system and have expanded both lines.

Printing In April of 1987, Utah Correctional Industries entered into a joint program with the Division of Central Services (State Printing) to provide more efficient printing services to the State of Utah. In the past, State Printing and the Utah Correctional Industries Print Shop provided similiar services. State agencies were free to select either shop. Under this new joint effort, all printing orders from State agencies except the Department of Corrections are to be made through State Printing Services. Work will be assigned to the appropriate shop based on work load and cost efficiency.

Utah Correctional Industries will continue to accept printing orders direct from non-state agencies such as cities and counties, and the Department of Corrections.

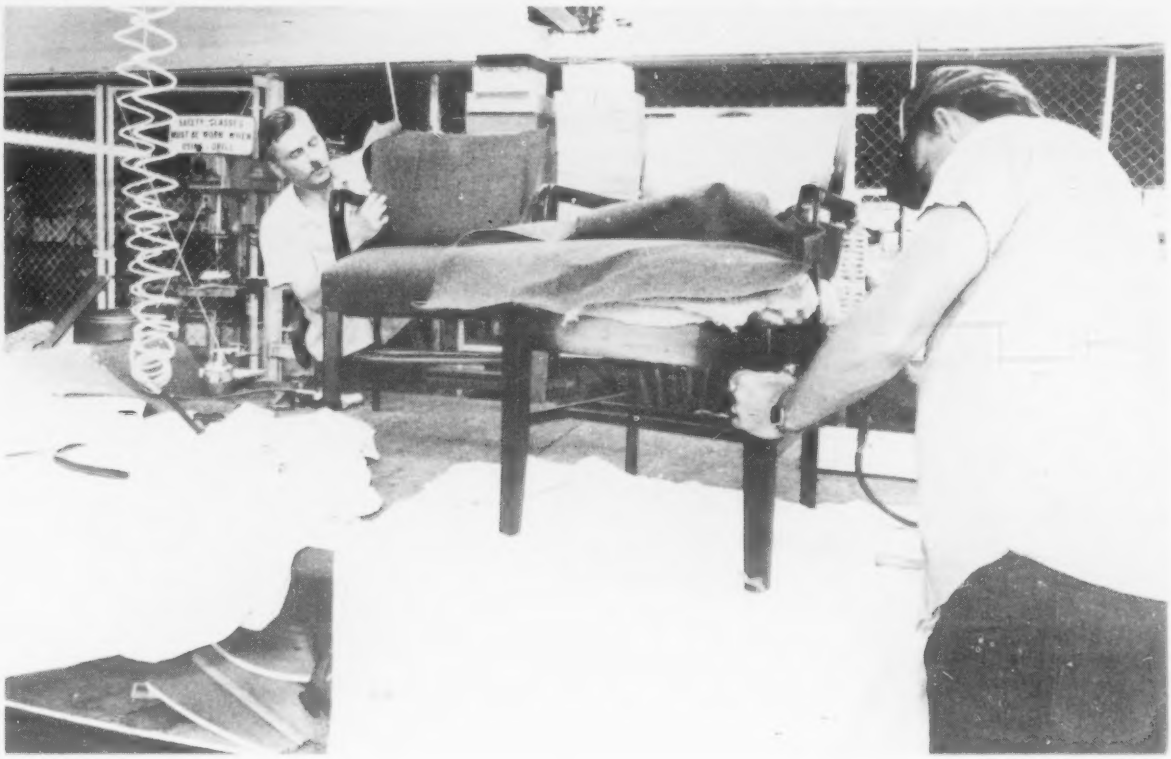
Micrographics We have expanded our micrographics services to include microfiche. As usual, we provide rotary and planetary microfilming, pickup and delivery, document preparation, certified destruction, and appropriate security controls.

GOALS

The Industrial/Service Operations staff continue to search for new viable business opportunities for inmate employment. We anticipate that a new Plasmapheresis Center and a joint DFCM/UCI Asbestos Abatement project will be in place this year.

The Plasmapheresis Center will employ 8-10 full time inmate employees as well as providing opportunities for 300-400 inmates to donate plasma for medical uses. The operation will be managed by a private sector plasma firm and inmates will be paid for each donation.

The Asbestos Abatement project will employ approximately 30 inmates in asbestos removal in State buildings. All inmates will be trained by a qualified agency, must pass rigorous physical examinations, and must be certified in asbestos abatement. This project has the potential of saving the taxpayers millions of dollars and providing asbestos abatement that otherwise may not be funded.



AGRICULTURE OPERATIONS

The agriculture operation, which is situated outside of the Unit I compound, consists of the dairy, milk production, milk processing, meat processing, and a farrow-to-finish swine operation. It employs approximately 30 inmates. The Dairy operation manages about 400 cows, 160 of which are milk producers. Processed milk is sold whole to State agencies including the Prison itself, Community Correctional Centers, and the State Hospital. Small quantities of milk are sold to non-profit organizations such as the Salvation Army and excess is sold wholesale to dairy food processors.

The Meat plant processes pork and beef. As with dairy products, processed meat is distributed to many State agencies, but is primarily consumed by the Prisons own residents.

ACCOMPLISHMENTS

A sweeping review of Agriculture Operations has resulted in staff cuts to create a more efficient operation and put Agriculture on a better financial footing.

Significant progress has been made toward the establishment of a geothermal/acquaculture operation.

GOALS

Finalization of the Acquaculture project that will employ 20-40 inmates in the raising of warm water tropical fish and related products. These products will be marketed under the Federal Prison Industries Enhancement Program to private sector wholesalers out-of-state. This project is designed to compete with the import market and will actually bring jobs and revenue to the State of Utah.

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Deputy Warden

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Program Director

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Fred Van Der Veur
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